

POST-PRIMARY EDUCATION
IN THE PRIMARY SCHOOLS
OF SCOTLAND

1872—1936

BY

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Chapter I

THE PROBLEM

I. INTRODUCTION

THE education of adolescent boys and girls since the beginning of the twentieth century has increasingly demanded attention in Scotland¹ and England² as well as in most other countries³ where primary education was well developed during the nineteenth century. Probably no other educational problem has been more important and more difficult of solution than that of providing and developing a suitable type of post-primary education for pupils, especially at the early adolescent stage.⁴ The tendency, particularly since the World War, has been to recognize the individual, social, economic, and political need for all children to have opportunities for an education beyond the primary school level; to extend the compulsory school-leaving age; and to develop a better understanding and appreciation of the psychology of adolescence. The general movement has been accelerated in recent years by social and economic pressure, by unemployment,⁵ and by the demand for the extension of secondary education to all. Consequently, the expansion in numbers and the increased heterogeneity of the early post-primary school population, along with the demand for an improvement in the educa-

¹ The Scottish Education Reform Committee, *Reform in Scottish Education*, Edinburgh. Scottish Education Reform Committee, 1917, pp. 30-76.

² Board of Education, *Report of the Consultative Committee on the Education of the Adolescent*, 1926, pp. 27-45.

³ I. L. Kandel (Editor), "The Expansion of Secondary Education," *Educational Yearbook*, 1930, International Institute, Teachers College, Columbia University, New York City. Bureau of Publications, Teachers College, Columbia University, 1931, 544 pp.

⁴ Godfrey H. Thomson, *A Modern Philosophy of Education*, London: George Allen & Unwin, Ltd., 1929, pp. 197-98.

⁵ I. L. Kandel, *op. cit.*, p. xi.

tion of the older pupils in the elementary schools, have necessitated the reorganization of post-primary education since 1900.

In Scotland the period since 1898 has been marked by consistent efforts to extend the upper-age limit of the compulsory school period and to develop, in addition to the expansion of the traditional secondary school system, a system of post-primary education in the primary schools for pupils who leave school as soon as the law permits.¹ In 1901 the legal school-leaving age was raised from thirteen to fourteen and exemption by examination was abolished.² Two years later post-primary education under the primary Code was reorganized. The Education (Scotland) Act of 1908 slightly extended the compulsory school life and provided for the further development of secondary education.³ The Education (Scotland) Act of 1918 empowered the Scottish Education Department⁴ to appoint a day after which full-time attendance at school would be compulsory up to the age of fifteen, raised the age of exemption to thirteen, and provided for a fundamental reorganization of local school administration.⁵ By 1924 all post-primary education in Scotland had been reorganized.⁶

Although the clauses of the 1918 Act relating to the extension of the school-leaving age were not put into effect, important steps preparatory to their operation were taken and the movement to raise the age to fifteen in Scotland and England continued. In 1923 the Department's Advisory Council reported on the general organization of day school education that should be effective after the

¹ *Education (Scotland) Act, 1901* (1 Edw. 7, ch. 9), Sections 1-3.

² Scotch Education Department, *Circular* 374, February 16, 1901.

³ *Education (Scotland) Act, 1908* (8 Edw. 7, ch. 63), Sections 7, 17, and 26.

⁴ The power to appoint the day for raising the school-leaving age to fifteen was in reality only nominal. The power actually lay with the Government, and depended upon a corresponding extension of the school age in England.

⁵ *Education (Scotland) Act, 1918* (8 and 9 Geo. 5, ch. 48), Sections 1, 6, and 14.

⁶ Scottish Education Department, *Circular* No. 44, December 13, 1921, *Code of Regulations for Day Schools in Scotland, 1923*, Articles 15-18; *The Secondary Schools (Scotland) Regulations, 1923*, Articles 2-5.

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school age was raised to fifteen.¹ When, in 1929, it was announced that the Government intended to enact legislation raising the school age to fifteen in England and Wales in 1931, the Scottish Education Department² took up measures to put the law into operation and the Educational Institute of Scotland became active in preparing for the Act to go into effect.³ The Scottish Council for Research in Education began an investigation into the nature of the curriculum for post-primary pupils in non-secondary courses.⁴ Following the introduction of a Bill to raise the age to fifteen in England and Wales from April, 1931, a Scottish Bill was introduced in December, 1930, to amend the 1918 Act to bring it into line with the English Bill,⁵ but it was withdrawn in March, 1931, because the English Bill failed to pass.⁶ In December, 1935, the Education (Scotland) Bill, the chief purpose of which was to raise the school-leaving age, was introduced in the House of Commons.⁷ The Bill became law in August, 1936.⁸

In the development of education for boys and girls at the adolescent stage, Scotland has been in advance of England. This has been true both in secondary education and in post-primary education under the primary school Code. After discussing the organization of education for pupils between eleven or twelve and fifteen in the United

¹ Scottish Education Department, *Report of the Advisory Council on the General Organization of Day Schools, and of Continuation Schools and Classes, Under the Conditions that Will Obtain after the Education (Scotland) Act, 1918, Has Come Fully into Operation*, 1923, pp. 2-4.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for 1929-30*, p. 4.

³ "Educational Institute of Scotland Meeting of Council," *The Scottish Educational Journal*, Vol. XII, October 18, 1929, pp. 1090-93.

⁴ Scottish Council for Research in Education, *Curriculum for Pupils of Twelve to Fifteen Years (Advanced Division)*, Publication of the Scottish Council for Research in Education, III, London: University of London Press, Ltd., 1931, p. v.

⁵ *Parliamentary Debates*, House of Commons, Fifth Series, Vol. 245, 1930-31, p. 1447.

⁶ Board of Education, *Report for the Year 1930-31*, p. 7.

⁷ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1935*, p. 1.

⁸ *Education (Scotland) Act, 1936* (26 Geo. 5 & 1 Edw. 8, ch. 42).

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States, France, Austria, and Prussia, the Consultative Committee of the Board of Education in England had the following to say in its *Report* in 1926 :

“The most instructive example of a systematic attempt to develop post-primary education, pursued with much care, practical insight, and popular support over many years, is to be found, however, nearer home. It is supplied by Scotland. . . .¹

“When, in 1901, the abolition of exemption by examination added almost a year to the school life of nearly half the children, the problem arose, as it was to arise later in England, of how to make the most effective educational use of the time thus gained. The answer was found in development along two main lines, which together led to a most remarkable expansion of post-primary education in a country where ‘secondary’ education, in the narrower sense of the word ‘secondary,’² was already much more accessible and more widely diffused than it was in England.”³

The present-day conception and status of post-primary education in Scotland are the result of a long, continued advancement along the two trunk lines—the burgh school and the parish school—with an interacting influence on each other. The traditional secondary school of today represents the burgh school line which had its origin in the towns before the Reformation, while the advanced division school is the historical child of the pre-Reformation parish school. To trace the development of post-primary education for adolescents under the primary school Code is the general aim of this study.

2. PURPOSES OF THE STUDY

More specifically, this study has two dominant purposes :

1. To indicate the outstanding educational traditions

¹ Board of Education, *op. cit.*, p. 38.

² Post-primary education does not ordinarily include secondary education in England, but is restricted to the education of adolescents eleven to fifteen years of age under the elementary school Code.

³ *Ibid.*, pp. 38-39.

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that became firmly established in Scotland between the Reformation and 1872.

2 To trace the development of post-primary education conducted under the primary school Code in Scotland from 1872 to 1936, i.e. to follow the growth of post-primary education which grew out of the parish school stream.

3. PROCEDURE AND SOURCES OF DATA

A first-hand study was made of schools in Scotland during the summers of 1932, 1935, and 1936.¹ Schools were seen in operation in ten of the thirty-five local administrative units. The local education areas, ranging in size from the largest to the smallest, represented both rural and urban sections of the country. One or more conferences were held with twenty-one, or 60 per cent., of the directors of education. Visitations were made in all types of day schools—primary and special schools without post-primary courses, the demonstration schools of two training colleges, secondary schools, and advanced divisions. Numerous advanced division schools, including central and advanced division “tops” of various types, and a number of “omnibus” secondary schools were studied. In many instances one or two days were spent in advanced division and “omnibus” schools. Conferences were held with head teachers and with teachers of various departments. Representatives of the Scottish Education Department, including inspectors of schools, and professors of education and instructors in two training colleges and two universities were interviewed. The Director of the Scottish Council for Research in Education, the Secretary of the Educational Institute of Scotland, and the Executive Officer of the Central Executive Committee of the National Committee for the Training of Teachers were also interviewed.

The chief sources of data were the official publications of the Scottish Education Department—Codes of regulations,

¹ During the summer of 1932 a tour of visitation was made to English boarding schools, while during the summers of 1932 and 1936 a first-hand study was made of the reorganized senior schools in the West Riding area of Yorkshire, London, the counties of Kent and East Suffolk, and in the borough of Chesterfield.

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circulars, and reports—and the reports of royal education commissions and official committees. Professional books and magazines, especially *The Scottish Educational Journal*, and the national newspapers were examined. Unpublished materials were collected from head masters and directors of education. Considerable correspondence was also carried on with school officials.

4. DEFINITION OF TERMS OF THE STUDY

Primary or elementary education means the education given in the day schools to pupils between the ages of five and twelve in the pre-qualifying stage. Post-primary education is used in this study to mean the education offered in the day school system for pupils between the stage of their formal promotion from the primary education course and the stage when they enter the university or some higher institution for professional or specialized training or discontinue their formal education to seek employment. Post-primary education in the primary schools includes the post-primary education given in schools conducted under the primary school Code to pupils between the ages of twelve and fifteen. Secondary education is the education offered in schools administered under the secondary school Regulations, historically representing what is generally known as the traditional type of secondary school. The approximate age-range of the secondary education period is from twelve to eighteen. However, the age-range with which this study is primarily concerned is from twelve to fifteen.

5. LIMITATIONS OF THE STUDY

This study is limited largely to the development of the aims, curricula, and the organization and staffing of post-primary schools for pupils twelve to fifteen years of age conducted under the primary school Code. The secondary school system is not treated other than in so far as the overlapping of the two types of post-primary schools have made it necessary. The treatment of the general organization and administration of education is confined to the elements

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deemed essential to a general understanding of the problem. Buildings and financial support are not included.

6. ORGANIZATION OF THE STUDY

Chapter I introduces the study, states the purposes, describes the procedure, and indicates the sources of data and limitations of the study. In Chapter II the background factors—physical features, population factors, and educational traditions—are presented. Chapter III deals with the development of post-primary education in the primary or State-aided elementary schools from 1872 to 1898. Chapters IV and V show the establishment and growth of supplementary classes and the higher grade schools from 1898 to 1918. In Chapters VI and VII the reorganization and development of post-primary education following the Education Act of 1918 are treated. Chapters VIII, IX, and X have to do with the advanced division schools—types of schools and organization, the education of teachers and staffing, and the curriculum. The study is concluded in Chapter XI with a general summary of the growth of post-primary education in the primary schools.

Chapter II

BACKGROUND FACTORS—HISTORICAL AND GEOGRAPHICAL

It is generally agreed by students of comparative education that the educational system of a nation can be understood, appreciated, and evaluated only in terms of the nation's history and traditions—political, social, cultural, religious, and educational—in relation to its geographical setting. That Scotland, on the same island with England and for over two centuries an integral part of Great Britain, has retained a school system sufficiently different from England to demand a separate treatment is an outstanding illustration of this point. In Scotland history and tradition are vastly important. Of the many factors necessary as a background for understanding the development of post-primary education in the primary schools of Scotland, six have been selected for discussion. They are (1) physical nature ; (2) growth and distribution of the population ; (3) the tradition of interest in education ; (4) the democratic tradition ; (5) the tradition of secondary education in the parish schools ; and (6) the academic tradition.

I. PHYSICAL NATURE

Scotland, including the islands off the coasts to the west and northeast, is that portion of Great Britain north of a line extending northeast from Solway Firth on the west coast along the Cheviot Hills and the River Tweed to Berwick on the Tweed on the east coast. The maximum length of the mainland is 274 miles ; the greatest width is 154 miles. The total area is 30,405 square miles, including 609 square miles of lakes,¹ approximately the size of the State of Maine, 29,895 square miles.

¹ *The Encyclopædia Britannica, Fourteenth Edition*, Vol. 20, New York. The Encyclopedia Co., 1929, p. 138.

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The two most striking general physical characteristics of the country are the irregularity of its outline, especially on the west coast, and its mountainous nature. Although the total area of the country is slightly more than one-half that of England, its coast-line, approximately 2,300 miles, is longer. Few places are more than forty miles from the sea. The west coast is dissected by long narrow arms of the sea, which have formed many peninsulas and islands. In two places, between the head of Dornoch Firth and the head of Loch Broom in the shire of Ross and Cromarty and between the Firth of Forth and the Firth of Clyde at the foot of the Highlands, the width of the country is reduced to twenty-five to thirty miles.¹ About three-fourths of the total area of Scotland is mountainous.

The country is divided naturally into three major physical divisions—the Highlands, the Central Lowlands, and the Southern Uplands.² The development of economic activities, communication, transportation, and population growth have become closely correlated with the physical characteristics of each region.

The Highlands, the region north of a northeast line drawn from the head of the Firth of Clyde on the west coast to the Firth of Tay on the east coast, are subdivided into the Northern Highlands and the Grampian Highlands by the straight, narrow, lake-studded valley of Glenmore, through which the Caledonian Canal extends. The Northern Highlands are especially rugged in the west, where there are deeply trenched river valleys, glens, and sea lochs. These are overshadowed by great stretches of treeless moorland over 2,000 feet high, covered by peat bogs, heather, bracken, and poor grass, and above which frequently tower barren peaks over 3,000 feet high. The Grampian Highlands, mostly mountainous, are marked by several peaks over 4,000 feet above sea-level. To the north and east this region gradually slopes into an important coastal belt.

¹ *The Encyclopædia Britannica, Fourteenth Edition*, Vol. 20, New York. The Encyclopedia Co., 1929, p. 138.

² Leonard Brooks, *A Regional Geography of the British Isles*, London: University of London Press Ltd., 1930, p. 167.

The Highlands possess little economic value.¹ The mountainous parts are almost useless for agricultural and pastoral purposes because the soil is thin and barren and the climate is wet and cold. The Highland crofters grow small patches of root-crops and oats, and raise some sheep, highland cattle, and hardy mountain ponies. The tendency has been to convert more and more cultivated land into deer and grouse preserves. The lowland plain on the northeast coast is favorable to the growing of oats and barley and to cattle-raising. Fishing is an important occupation along the coasts, but is carried on more extensively from the ports on the east coast. Aberdeen is the most important commercial center. Although the Highland region is crossed by main-line railways, both north and south, and east and west, a considerable portion is without adequate railway facilities. The towns on the west coast have to depend largely upon the water routes. The development of motor roads has made and is making more of the Highlands accessible.

The Central Lowland region is a rift valley, about fifty miles wide, between the Highlands and the Southern Uplands. It consists of a long, narrow plain, several ranges of hills, broad river gaps, and three clearly marked basins. It is by far the most valuable part of Scotland from an economic standpoint.² The soil and the climate are favorable to the growing of cereals and root-crops, while the hills are valuable for sheep- and cattle-raising. In addition, the presence of extensive coal and iron ore deposits, along with favorable foreign trade outlets, have combined to make the Lowland region, especially the Glasgow area, the center for engineering, smelting, and shipbuilding. In fact, the Clyde has become the world's most important shipbuilding center.³ An excellent transportation system has been developed in this region.

The Southern Uplands division, between the Central Lowlands and the English Border, is composed of hills, fer-

¹ Leonard Brooks, *A Regional Geography of the British Isles*, London. University of London Press Ltd., 1930, p. 177.

² *Ibid.*, p. 172.

³ *Ibid.*, p. 173.

tile river valleys, and coastal margins. Compared with the Highlands, the hills of this section are not nearly as bare nor as high, the maximum elevation being 2,700 feet. The grassy hills and dales of the Uplands make them one of the greatest sheep-raising sections of Great Britain.¹ The chief industry is the manufacture of the noted Tweed woollens. Most of this region, a transitional zone between the Central Lowlands and England, is provided with adequate railway and motor transport facilities.

The physical nature of Scotland has no doubt had considerable influence upon educational philosophy and practice. The irregular and mountainous characteristics of the country have until recent decades, and still in some parts, made communication and transportation extremely difficult in the Highland region and in some parts of the Southern Uplands. Consequently, each local village was for centuries forced to become to a considerable extent self-sufficient. In education these conditions have operated to make the parish and village school of supreme importance to the community, and have emphasized its development as a composite school, a school to serve the entire educational needs of both sexes together below the university.

The independence and the local pride developed in each community toward its school have been of inestimable value, but have also had some drawbacks. On the one hand, the appreciation of education has been fostered; more liberal provisions for education have been made; the composite school and the "end on" conception of education have been encouraged; and local, democratic school administration has been favorably affected, making possible a balance between local and central school control. On the other hand, progress, made possible by better facilities for communication and transportation, toward the county as the local administrative unit in education was made slower and the establishment of centralized centers, demanded by the growing conception of post-primary education for all children, has at times been made difficult or impossible when the cooperation of villages was required.

¹ Leonard Brooks, *A Regional Geography of the British Isles*, London: University of London Press Ltd., 1930, pp. 167-71.

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Furthermore, physical factors—poor soil and unfavorable weather conditions in most of Scotland—have had a share in the development of qualities of Scottish character which have been reflected in education. Courage, moral and physical endurance, thrift, and appreciation of the value of hard work, and of education have been fostered, and, no doubt, offer a partial explanation for the serious, thorough, and conservative nature of Scottish education today.

2. GROWTH AND DISTRIBUTION OF THE POPULATION

The growth of the total population of Scotland and of England and Wales since the first official census in 1801 is shown in Table I. The total population of Scotland had reached 2,000,000 by 1821, 3,000,000 by 1861, and 4,000,000 by 1891. The peak number, 4,882,497, was recorded in 1921. The census figures for 1931 showed a loss of 39,517 persons. Since 1851 the intercensal rate of increase has been irregular. Only in 1881 and 1901 has the percentage been

TABLE I. GROWTH OF THE TOTAL POPULATION OF SCOTLAND AND OF ENGLAND AND WALES, 1801-1931*

Census Year	Total Population		Percentage Decennial Increase or Decrease		Average Number per Square Mile †	
	Scotland	England and Wales	Scotland	England and Wales	Scotland ‡	England and Wales
1801	1,608,420	8,892,536	—	—	54	152
1811	1,805,864	10,164,256	12.3	14.0	60	174
1821	2,091,521	12,000,236	15.8	18.1	70	206
1831	2,364,386	13,896,797	13.0	15.8	79	238
1841	2,620,184	15,914,148	10.8	14.3	88	273
1851	2,888,742	17,927,609	10.2	12.6	97	307
1861	3,062,294	20,066,224	6.0	11.9	100	344
1871	3,360,018	22,712,266	9.7	13.2	113	389
1881	3,735,573	25,974,439	11.2	14.4	125	445
1891	4,025,647	29,002,525	7.8	11.6	135	497
1901	4,472,103	32,527,843	11.1	12.2	150	558
1911	4,760,904	36,070,492	6.5	10.9	160	618
1921	4,882,497	37,886,699	2.6	4.9	164	649
1931	4,842,980	39,953,377	-0.8	5.5	163	685

* Report on the Fourteenth Decennial Census of Scotland, 1931, Vol. II, Table A, p. vii; Census of England and Wales, 1931, Table I, p. 1

† The Statesman's Yearbook, 1936 (M. Epstein, Editor), London: Macmillan & Co., Ltd., pp. 12 and 16

‡ For Scotland these averages are based on the total area exclusive of inland and tidal waters and foreshore; for England and Wales the total area includes inland and tidal waters and foreshore.

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over 10, while each census date since 1901 has revealed a sharp decline in the intercensal rate. The average number of persons per square mile in Scotland practically doubled between 1801 and 1861, from 54 to 100, and increased slowly to the maximum of 164 in 1921.

The total population of England and Wales increased from 8,892,536 in 1801 to almost 18,000,000 in 1851, exceeded 36,000,000 in 1911, and by 1931 had reached approximately 40,000,000. The decennial rate of increase did not fall below approximately 11 until the decade ending in 1921, when an abrupt drop of approximately 5 per cent. was registered. In 1931 there was a slight increase. Between 1801 and 1931 the density of population in England and Wales increased more than fourfold, from an average of 152 persons per square mile to 685. In comparison with Scotland, as a whole, the total population of England and Wales since 1801 has grown more rapidly and more consistently, and has been three to four times as dense.

The outstanding fact regarding the population of Scotland is that it has gradually become concentrated in the Central Lowland region. This has been due to the confluence of several important factors—favorable weather, fertile soil, the presence of iron ore and coal, ease of internal and external communication, and transportation. Between 1801 and 1921 the rate of population growth in the Lowlands, especially in the west, was rapid.¹ As early as 1861 the percentage of the population who lived in towns and cities over 1,000 was 70 and 80, respectively, for the east and west central sections of the Central division.² By 1931 the percentage of urbanization in this region had reached 88 in the east and 92 in the west. In the Northern division, with the exception of a slight decrease in 1861, the population increased very slowly, reaching its maximum in 1901. Since that time the total population of this region has declined. The population of the Southern division, excepting a very small drop in 1861 and 1871, increased gradually until 1881, after which successive declines have been registered.³

¹ *Report on the Fourteenth Decennial Census of Scotland*, Vol. II, 1931, Table E, p. xii.

² *Ibid.*, Table G, p. xvii.

³ *Ibid.*, p. xii.

The results of the shift of the population to the Central region may be indicated in another way. The Northern division, approximately 72 per cent. of the total area of the country, contained 46 per cent. of the total population in 1801 and 20.2 in 1931. In the Southern division, with 14 per cent. of the total area, the percentage of the total population was 11.5 in 1801 and 5.2 in 1931. During the same period in the Central Lowland region, which represents approximately 14 per cent. of the total area, the proportion of the total population increased rapidly from 42.5 to 74.6. In fact, the county of Lanark in the Glasgow area had almost one-third of the country's entire population.

The distribution of the population of Scotland is more accurately indicated by a population density map based on the population of civil parishes, adjusted to show the actual distribution of inhabitants by the location of their homes. In addition to showing the high concentration of the population in the small Lowland region, it shows, in general, on the west coast along the shore of the Firth of Clyde to the head of Solway Firth and along the entire east coast of Scotland, a strip of land, varying in width from two to three miles to thirty miles, in which the population density rarely falls below twenty-five per square mile. Outside of the small densely populated Lowland region and the much less densely populated coastal region, the remainder, by far the largest portion, of Scotland has a population density of less than one person per square mile.¹ The small scattered communities along the western seaboard and in the valleys are excepted.

Table 2 shows the distribution and the density of the population of Scotland in 1931 according to counties in each geographical division. The size of the population ranged from 7,454 in the county of Kinross to 1,586,047 in the county of Lanark. In twenty-two of the thirty-three counties the urban population exceeded the rural population. In eight of the counties more than 80 per cent., the average for the country, of the population was urban. The density

¹ *Population of Great Britain: Ordnance Survey of Great Britain, Sheet I, Ordnance Survey Office, 1933. Prepared by A. C. O'Dell from 1931 Census and Ordnance Survey Maps and Plans.*

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TABLE 2 DISTRIBUTION AND DENSITY OF THE POPULATION OF SCOTLAND
IN 1931 ACCORDING TO COUNTIES IN EACH GEOGRAPHICAL DIVISION*

County †	Area in Square Miles ‡	Population	Average Number of Persons per Square Mile	Percentage Urban	Percentage Rural
Scotland	29,795.3	4,842,980	163	80.1	19.9
<i>Northern</i>					
Zetland	550.5	21,421	39	24.8	75.2
Orkney	376.3	22,077	59	23.1	76.9
Caithness	685.7	25,656	37	40.9	59.1
Sutherland	2,028.0	16,101	8	—	100.0
Ross and Cromarty	3,089.4	62,799	20	16.1	83.9
Inverness	4,211.1	82,108	19	31.9	68.1
Nairn	162.9	8,294	51	50.7	49.3
Moray	476.5	40,806	86	57.2	42.8
Banff	629.8	54,907	87	57.1	42.9
Aberdeen	1,971.1	300,436	152	67.3	32.7
Kincardine	382.0	39,865	104	51.8	48.2
Angus	873.5	270,190	309	85.5	14.5
Perth	2,493.4	120,792	48	51.7	48.3
Kinross	82.0	7,454	91	49.3	50.7
Argyll	3,110.1	63,050	20	33.1	66.9
Bute	218.2	18,823	86	66.9	33.1
<i>East Central</i>					
Fife	504.7	276,368	548	81.1	18.9
Clackmannan	54.6	31,948	585	85.5	14.5
Stirling	450.5	166,447	369	83.6	16.4
West Lothian	120.1	81,431	678	72.4	27.6
East Lothian	267.1	47,338	177	56.7	43.3
Midlothian	366.1	526,296	1,438	93.5	6.5
<i>West Central</i>					
Dunbarton	244.0	147,744	606	86.7	13.3
Renfrew	227.3	288,586	1,270	93.3	6.7
Ayr	1,131.6	285,217	252	76.2	23.8
Lanark	892.4	1,586,047	1,777	94.9	5.1
<i>Southern</i>					
Berwick	457.1	26,612	58	23.8	76.2
Peebles	347.2	15,051	43	61.7	38.3
Selkirk	266.9	22,608	85	83.0	17.0
Roxburgh	665.6	45,788	69	56.8	43.2
Dumfries	1,073.4	81,047	76	54.3	45.7
Kirkcudbright	898.7	30,341	34	27.5	72.5
Wigtown	487.5	29,331	60	33.1	66.9

* Report on the Fourteenth Decennial Census of Scotland, Vol. II, 1931, Table 8, p. 13, Table 11, p. 15

† Includes population of burghs.

‡ Exclusive of inland waters, tidal waters, and foreshore

of population was lowest in Sutherland, the average number of persons per square mile being eight. Lanark was the most populous, 1,777 per square mile. The average number of

persons per square mile, 163 for the country as a whole, was exceeded in eleven of the counties.

The unequal distribution of the population in Scotland has had, and still has, an important influence upon education. The congestion of the cities and the emptiness of the hills and glens have created two problems, practically distinct, in post-primary education. In the congested areas it has been relatively easy to develop post-primary schools according to specialized function, but it has been difficult to avoid making schools too large; to provide sufficient school accommodation, including building schools in new housing areas; and to find a solution to the many complex school problems, which have resulted from unemployment and low family incomes. In the rural counties, with the exception of the larger towns, it is difficult, and impossible in many instances, to find feasible methods of transporting children, of providing and organizing centers of post-primary education large enough for effective work, and of providing teachers for the practical phases of the post-primary school curriculum.

3. THE TRADITION OF INTEREST IN EDUCATION

One of the most powerful traditions in Scotland has been that of interest in and devotion to education. This has been true in respect of education in general and of secondary and university education in particular. It is a centuries-old record, dating from the foundation laid in education about the middle of the sixth century.¹ It has been fostered by Church, State, and people.

Centuries before the Reformation the Columban Church and the Catholic Church successively promoted education. The former, founded in 563 by the famous and devout Irish ecclesiastic, St. Columba,² established educational seminaries in connection with the religious centers. Such was the cultural and educational influence of St. Columba that Morgan regards him as the "first of the line of great Scottish educators."³ After his death his disciples in-

¹ Alexander Morgan, *Rise and Progress of Scottish Education*, Edinburgh and London: Oliver & Boyd, 1927, p. 2.

² *Ibid.*, p. 2

³ *Ibid.*, p. 7.

creasingly stressed education. The Catholic Church, which gradually supplanted the Columban Church between the seventh and twelfth centuries, built upon the religious and educational foundations of its predecessor. From the beginning of the twelfth century reliable records show that schools were in existence.¹ "Schools for Latin, to which were subsequently added 'Lecture' schools for English, existed in the chief towns of Scotland from a very early period."² These schools, closely identified with the religious establishments of the country, were under the direct control of the Church authorities. Grammar schools developed mainly out of the cathedral, abbey, and collegiate schools.³ Furthermore, the Catholic Church founded three universities in Scotland during the fifteenth century—St. Andrews in 1411, Glasgow in 1450, and Aberdeen in 1494.⁴

The interest of the State in education on the grammar school level before the Reformation is shown by the famous Act of 1496. This statute required barons and freeholders of substance to send their eldest sons or heirs to school from six to nine years of age until they had acquired "perfecte Latine," after which they had to attend the schools of "Art and jure" for three years.⁵ The penalty for non-compliance with the statute was twenty pounds, but there is no evidence that it was enforced. Although the Act was partial in its application and may have been only hortatory, it is worthy of note that it was the first legislative attempt at compulsory education in Scotland or in any other country.⁶

One of the most significant indications of devotion to

¹ John Strong, *A History of Secondary Education in Scotland*, Oxford: The University Press, 1909, p. 13.

² *Third Report by Her Majesty's Commissioners Appointed to Inquire into the Schools in Scotland*, with an Appendix: "Burgh and Middle Class Schools," *Assistant Commissioners' Report*, Vol. I, 1868, p. 1.

³ John Kerr, *Scottish Education: School and University*, Second Edition with an Addendum, Cambridge: The University Press, 1913, p. 15.

⁴ *Ibid.*, p. 2.

⁵ John Edgar, *History of Early Scottish Education*, Edinburgh: James Thin, 1893, pp. 187-91.

⁶ John Strong, *op. cit.*, p. 32.

education on the secondary level is provided in the origin of the burgh and middle-class schools. In addition to the grammar schools which grew out of the Church schools in connection with the abbeys, monasteries, and cathedrals, the burghs themselves called them into existence. Grammar and burgh schools had no part of their origin in any statutory enactment. Some had their beginning in royal foundations and grants; others in private endowments; but most of them were created by the "voluntary action of the burghs themselves."¹ The municipal authorities from an early period provided the ways and means for the Church and burgh schools, but, till about the beginning of the sixteenth century, the Church authorities appointed the masters and managed the schools.² However, from that time the burghs, especially the principal ones, gradually became more independent in the control of these schools. Transference of the patronage of the grammar schools from the Church to the burghs was almost completed at the Reformation. That, up to that time, the burghs "submitted to taxation without representation is a strong proof of either the power of the Church, or the educational zeal of the burgesses, or of both."³ Regardless of the manner in which the grammar or burgh schools originated, "their distinctive mark in course of time became that they were under the patronage and management of the town councils. . . ." ⁴ However, the Church retained a certain degree of superintendence over them until 1861, when this right was abolished by an Act of Parliament. The local control of education by the town councils became an important factor in developing an interest in education throughout the country.

The Reformed Church exhibited even more zeal for education, especially general education, than the Roman Catholic Church had done.⁵ In 1560 the Scottish Church

¹ *Third Report by Her Majesty's Commissioners, Assistant Commissioners' Report*, 1868, p. 7.

² James Grant, *History of the Burgh Schools of Scotland*, London and Glasgow: William Collins, Sons, & Co., 1876, pp. 29-30.

³ John Kerr, *op. cit.*, p. 18.

⁴ Alexander Morgan, *op. cit.*, p. 76.

⁵ James Grant, *op. cit.*, p. 76.

Reformers presented their religious, political, and educational ideals in *The First Book of Discipline*, regarded by Hume Brown as one of the four representative documents in Scottish history,¹ and "in many respects the most important of public documents in the history of Scotland" because it defined the ideals and moulded the "temper and culture of the prevailing majority of the Scottish people."² The section, "Schools and Universities," outlined a comprehensive scheme of education for all, including compulsory attendance features. The plan was national in scope; designed for the welfare of both the Church and the State; and called for four types of institutions. First, there was to be a school in every rural parish in which the reader or minister was to instruct children six to eight years of age in the rudiments, especially in the catechism. Second, each kirk in the larger villages and towns was to have a grammar school with a schoolmaster qualified to teach grammar and Latin to children between eight and twelve years of age. Third, in every important town a "college," high school, was to be established to offer instruction in the languages and the arts of logic and rhetoric for the age-range twelve to sixteen. Fourth, boys "apt at learning" were to continue their education at one of the three universities for eight years.³

The advanced nature of the scheme might, at least in part, have been caused by the promise of satisfying "that ardent aspiration for knowledge which is so deeply rooted in the nation and so widely spread through all classes of the community."⁴ The Duke of Argyll stated in the House of Lords in 1869 that in no country to which the Reformation extended was a national system of education adopted in the same degree or the same importance attached to education as in Scotland, and that it was from the Reforma-

¹ P. Hume Brown, *Surveys of Scottish History*, Glasgow: James Maclehose & Sons, Publishers to the University, 1919, p. 96.

² P. Hume Brown, *History of Scotland*, Vol. II, Cambridge: The University Press, 1905, pp. 74-75.

³ John Edgar, *op. cit.*, pp. 241-72; Alexander Morgan, *op. cit.*, pp. 50-51.

⁴ John Clarke, *Short Studies in Education in Scotland*, London: Longmans, Green, & Co., 1904, p. 21.

tion and the common people's important part in it that the Scottish people derived their "strong appreciation of the blessings of education."¹

The educational proposals of *The First Book of Discipline* were not enacted into law or put into operation, but the ideas and ideals embodied in it have since 1560 served as a stimulant and a guide. As such, it has exercised a profound influence upon education in Scotland. Laurie says: "It is worthy of remark that all the leading aims and principles which have characterised Scottish education, and still characterise it, were established in the first formal public document dealing with the subject as a matter of national policy."² Gibson regards its "bold conceptions" as a "landmark in the history of educational ideas and ideals."³ "Most of the progress in Scottish education since Knox's day," states Morgan, "has consisted in advancing towards his ideas. The great Education Acts of 1872 and 1918 are but modern expressions of some of his ideals, others having still to be fulfilled."⁴ Boyd, Kerr, and Strong concur with these writers in their praise of the educational ideals of the Church Reformers and of their influence upon Scottish education.⁵

Because Parliament failed to ratify *The First Book of Discipline* and the nobles obtained most of the financial resources of the displaced Church, practically the total responsibility for keeping alive learning and for extending education was thrown upon the Reformed Church. From the Reformation to 1696, it was education's chief sponsor and promoter. It exerted itself in various directions in the

¹ *Parliamentary Debates* (Hansard), *Third Series*, Vol. 194, Dec. 10, 1868-March 23, 1869, p. 297.

² S. S. Laurie, *Report to the Trustees of the Dick Bequest on the Rural Public (Formerly Parochial) Schools of Aberdeen, Banff, and Moray*, with Special Reference to the Higher Instruction in Them, Edinburgh: The University Press, 1890, pp. 3-4.

³ W. J. Gibson, *Education in Scotland: A Sketch of the Past and the Present*, London: Longmans, Green, & Co., 1912, p. 53.

⁴ Alexander Morgan, *op. cit.*, p. 53.

⁵ William Boyd, *The History of Western Education*, London: A & C. Black, Ltd., 1921, pp. 211-13; John Kerr, *op. cit.*, p. 76; John Strong, *op. cit.*, pp. 62-63.

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promotion of education. It struggled earnestly and persistently, although in vain, to retain or to recover for education a portion of the patrimony of the old Church; granted commissions for establishing schools in the northern counties; urged burghs to maintain their schools, in some cases to establish a higher class of schools than already existed in them; petitioned Parliament to build and to maintain grammar schools in all burghs and other considerable places and to promote other means for the education of the poor children of "good engine."¹ The Church also drew upon its own meager resources to augment the salaries of the poorly-paid masters and to provide free education for the poor scholars.² Furthermore, in accordance with the compulsory feature of the educational section of *The First Book of Discipline*, it urged and demanded that children be sent to the schools provided. Kirk-sessions, presbyteries, and town councils were zealous in adopting measures to compel parents to send their children to school.³

The Church with limited resources was unable to support a satisfactory system of education by itself and ultimately called upon the heritors in each community to render financial assistance to the parish school. During the seventeenth century kirk-sessions, presbyteries, and General Assembly were active in pressing upon the heritors in each parish that it was their duty to provide a school and suitable equipment and endowment.⁴ When the Church was unsuccessful in its direct efforts, it used its immense power and influence to secure legislative enactments from Parliament to support its policies.⁵ The Privy Council of Scotland decreed in 1616 that in every parish in the kingdom, where convenient means might be had, a school and school-master should be provided at the expense of the parishioners.⁶ In 1633 the decree with certain additions was

¹ James Grant, *op cit.*, pp 78-80

² *Ibid*, p. 81.

³ *Ibid*, pp 308-11

⁴ John Clarke, *op cit.*, pp 29-30.

⁵ *Ibid.*, p. 30.

⁶ Sir Henry Craik, *The State in its Relation to Education*, Revised Edition, London. Macmillan & Co., Ltd, 1914, p. 144.

ratified by Parliament. The Scottish Parliament passed an "Act for Founding Schools" in 1646, but it was repealed in 1662 after the Restoration. These Acts were of little practical value on account of political and religious strife,¹ and because of difficulties in getting the heritors, especially the "lairds," to tax themselves for education.²

It was not until the close of the century that the Church was able to secure a firm legal foundation for a national system of parochial schools. Parliament passed the famous Act of 1696 which became the legislative charter of Scottish education.³ It was, in general, a reenactment of the 1646 Act with certain modifications.⁴ With the exception of parishes not incorporated as Royal Burghs, the Act decreed that in every parish the heritors and the minister should provide a schoolhouse and a teacher; that the expense should be met by a "stent" levied in accordance with every heritor's valued rent within the parish, granting each heritor relief for one-half against the tenants; that, if heritors failed to carry out the provisions, the presbytery was empowered to apply to the commissioners of supply of the county to do so at the expense of the heritors. This Act for the first time brought laymen into direct contact with the management of educational affairs, a factor which became important in the development of interest in education in each community.

Notwithstanding the inadequacies of the parish school system after the 1696 Act, and the difficulties which presbyteries had during the eighteenth century in arousing, sometimes through vigorous measures, the heritors of the country and magistrates of the towns to understand and to fulfil their legal obligations toward education,⁵ it exercised a profound influence upon Scottish character and education. During the eighteenth century it was not only instrumental in satisfying the desire for education on both the primary

¹ Sir Henry Craik, *The State in its Relation to Education*, Revised Edition, London: Macmillan & Co., Ltd., 1914, p. 145.

² John Strong, *op. cit.*, p. 109.

³ Sir Henry Craik, *op. cit.*, p. 145.

⁴ John Strong, *op. cit.*, p. 117.

⁵ John Clarke, *op. cit.*, p. 31.

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and secondary levels, but it was also an influential agency in cultivating further interest in education. The parish schoolmaster became a center of culture in his district.¹ Because of his scholarship, interest, and energy, capable pupils were prepared for the universities. By opening an educational highway to the universities and the learned professions, the parish school encouraged boys with ability and determination to pursue their studies beyond the primary school level.

The more general diffusion of learning on the secondary school level in Scotland, compared with other countries, may be taken as evidence of interest and devotion to this type of education. According to the Commissioners in 1868, Scotland had at least one student enrolled in the burgh schools, academies, and other types of secondary schools to every 140 of the general population. The proportion in Prussian higher and preparatory schools was 1 to 249; in the French lycées and communal colleges, 1 to 570, and in English higher and preparatory schools, 1 to 1,300.² In the same year, Fearon, an English school inspector, reported after a six weeks' intensive study of several burgh and secondary schools in Scotland, that middle-class education was more generally diffused in Scotland than in England.³

Widespread interest in education at the university level is shown by the relatively large proportion of the total population who have taken advantage of educational opportunities offered by the four universities. Although scholarship may not have been particularly high, university attendance has been widely diffused.⁴ In the third quarter of the nineteenth century, there was at least one matriculated student in the universities per 1,000 of the nation's population. The ratio in the whole of Germany, not including the non-German states of Austria, was about one

¹ Sir Henry Craik, *op cit*, p. 153.

² *Third Report by Her Majesty's Commissioners, General Report, 1868*, p. viii.

³ Schools Inquiry Commission, *Report on Certain Burgh Schools and Other Schools of Secondary Education in Scotland*, Vol. VI, 1868, p. 19

⁴ John Strong, *op cit*, p. 3.

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university student to every 2,600 of the population, while in England the proportion was approximately one matriculated student to every 5,800 of the population.¹

Finally, Scottish, English, and American educational writers have praised the Scottish people for their desire to educate their children. Grant expresses the opinion that in "no country did the poorer classes, including the small farmers, crofters, artisans, and labourers, prize a liberal education to the same extent as those classes have done in our own country."² According to McClelland, Scottish parents have desired higher education for their children to the extent that they have been willing to experience privation and hardship for its sake, and that the children have also been willing to bear their share of sacrifice.³ Sir James-Kay Shuttleworth, a noted English educator, was struck about the middle of the nineteenth century by the widespread ambition of the Scottish people to educate their children. He said that the amount of the school fees paid by the working classes in Scotland, with the exception of certain Highland and Island parishes, was a rebuke to the English customs; and that it was a commentary on the effect of education continued through several generations, in enabling those who supported themselves by manual labour to appreciate its advantages.⁴ Sir Graham Balfour, also of England, pointed out in 1903 that the Scottish people had always been zealous for education.⁵ In the same year an American educational historian paid a high tribute to the earnestness of the Scottish people in providing education for their children. He said:

"In no country, if we except Switzerland, is free,

¹ *Third Report by Her Majesty's Commissioners, General Report, 1868, p. ix.*

² James Grant, *op. cit.*, p. 335.

³ William McClelland, "Secondary Education in Scotland: History and Traditions," *The Year Book of Education* (Lord Eustace Percy, Editor-in-Chief), London: Evans Brothers, Ltd., Vol. III, 1934, p. 519.

⁴ Sir James-Kay Shuttleworth, *Public Education*, London. Longman, Brown, Green & Longmans, 1853, p. 345.

⁵ Sir Graham Balfour, *The Educational Systems of Great Britain and Ireland*, Second Edition, Oxford: The University Press, 1903, p. 120.

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universal, compulsory education more valued than in Scotland. In gaining an education nowhere do we find more self-denial on the part of parents and students. Sir William Harcourt, in one of his speeches in the House of Commons, puts the question, 'Why is Scotland superior to England in education?' and replies, 'It is because the Scotch people care more about education, and because they understand more of its practical value in life.'"¹

It is impossible to estimate the influence that the long record of interest in education in Scotland has exerted upon her people. A community, or a nation, long permeated with high educational ideals, and with a great faith in education as a means of social progress and of attaining individual success, cannot but serve as a powerful stimulus to the child born to such a rich heritage. The relatively early development of school legislation, the widespread belief in primary education for all and secondary education in the parish schools for the "lad o' pairts," and a wide diffusion of burgh school and university education laid a firm foundation for a steady advance in post-primary education in Scotland during the twentieth century.

4. THE DEMOCRATIC TRADITION

The democratic tradition has perhaps been the most influential of the national educational traditions of Scotland. McClelland says "the reader will have the key to the understanding of most of the features of our system if he bears in mind that the Scottish people value education, and that the central and unbroken strand in our long educational tradition is the recognition of the right of the clever child, from whatever social class he may come, to the highest and best education the country has to offer."² The "lad o' pairts," the capable, ambitious, and persevering boy, who has passed up the educational ladder to success, has long

¹ James C. Greenough, *The Evolution of the Elementary Schools of Great Britain*, New York. D. Appleton & Co., 1903, p. 257.

² William McClelland, "Distinctive Features of Scottish Education," *The New Era*, July-August, 1935, pp 172-74.

symbolized the Scottish democratic conception of education in practice as well as in its popular form.

The First Book of Discipline laid down certain principles with democratic implications. It acknowledged the Christian equality of individuals, and granted to every person in the Church, regardless of his station in political or social life, an equal and legalized voice in governing the national religion. This principle became the foundation of the Presbyterian form of Church government with its graded hierarchy—kirk-session, presbytery, synod, and General Assembly—in which the members shared in the election of their ministers, officers, and representatives.¹ Although certain features contained in this document were contrary to democratic ideals, the democratic phases were in line with the tendencies of the times and national development, and in the end had the most marked effect upon the nation.² For over a century the Church and the people, especially the middle classes, fought to establish the Presbyterian system, which was synonymous with their freedom and rights. The Church, which "grew up as a self-governing democratic institution,"³ represented and led the people of the nation successfully against the Crown, and established itself as the ruler of the people, both spiritually and politically.⁴

The scheme of education presented in *The First Book of Discipline* included a number of principles which are today characteristic of a school system in a democracy. In the first place, all parents of every class of society were to be compelled, the Church having the power of compulsion, to send their children to school, at least until they acquired the rudiments, for the good of the Church and Commonwealth. In the second place, a system of education for all ranks of society from the primary school through the

¹ Alexander R. Macewen, *A History of the Church in Scotland, 1546-1560*, London. Hodder & Stoughton, Vol II, 1918, pp. 168-69.

² P. Hume Brown, *Surveys of Scottish History*, 1919, p. 98.

³ The Very Rev. Charles L. Warr, "The Scottish Church," *A Scotsman's Heritage*, London. Alexander Maclehose & Co., 1932, p. 162.

⁴ Walter Elliot, "The Scottish Heritage in Politics," *A Scotsman's Heritage*, p. 58.

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grammar school and "high" school to the university was to be provided. In the third place, promotion was to depend upon intellectual ability and successful effort. Finally, free education was to be furnished to poor pupils who demonstrated capacity for learning.¹

Evidences of the democratic tradition in Scottish education are found in legislative enactments relating to education. The Acts of 1633, 1646, and of 1696 embodied the principles of public taxation for the support of education. The 1696 Act not only laid upon the minister and the heritors the responsibility for providing a school and a master, and required the heritors to assess themselves, but it also provided a means of compelling heritors to comply. The fact that a compulsory clause was included in the law would seem to indicate that the principle of local assessment for education was reasonably well established by that time. Although parents who could afford it were charged tuition fees in the parish school as well as in other types of schools, the cost of education to parents was little more than sufficient to exclude the idea of charity.²

The following statement from an American educational administrator and historian makes clear the significance of this early legislation :

"What renders the early Scottish school laws remarkable, is the recognition of the principle, now considered fundamental in systems of free education, that schools must be provided for all at the public expense. These laws required the levy of a general tax for school purposes. Had they gone a step further and freed the schools from all taint of sectarianism, and made instruction in them wholly gratuitous, Scotland would have had a system of public schools conforming in all respects to the present American idea of such a system, one hundred and forty years before free schools

¹ William Boyd, *op. cit.*, p. 212; John Edgar, *op. cit.*, pp. 251-52; John Kerr, *op. cit.*, pp. 77-78; Alexander Morgan, *op. cit.*, pp. 50-51.

² Alexander Craig Sellar, *Manual of the Education Acts for Scotland, Seventh Edition, Revised and Enlarged*, Edinburgh: William Blackwood & Sons, 1879, Appendix, a Revised Address on Education Delivered by Lord Advocate Young in 1877, p. 375.

were established in the State of Pennsylvania. As it was, the Parish Schools of Scotland at the close of the seventeenth century contained nearly all the essentials of a free school system, and their inevitable tendency was to develop into one."¹

Unmistakable evidence of the democratic tradition is found in the Education (Scotland) Act of 1872. In the first place, the purpose of the Act, as stated in the preamble, was to make an efficient education "available to the whole people of Scotland."² In the second place, the long experience of the Scottish people in maintaining and managing their local schools was recognized in the sections which provided for local administration by popularly elected school boards.³ In the matter of enforcing the compulsory provisions of the Act, the school boards were given complete authority.⁴

The democratic tradition was made manifest in school practice. The parish school was a symbol of democracy, as pupils of all ages and ranks attended it, and the instruction was not limited to the elementary subjects. In 1861, when the provisions of the Revised Code were announced, Scotland protested vigorously against Article IV which defined the purpose of the grant to be "to promote the education of children belonging to the classes who support themselves by manual labour."⁵ The opposition was on the grounds that its effect would be to accentuate class distinction among pupils in the parish schools.⁶ The resentment was such that the provisions of the Revised Code affecting payments in Scotland were suspended in 1864. The Duke of Argyll, in a speech in the House of Lords in 1869, emphasized the democratic nature of the parochial schools in practice in the following statement :

¹ James Pyle Wickersham, *A History of Education in Pennsylvania*, The Author, 1885, Lancaster Inquirer Publishing Co., 1886, pp. 104-105

² Alexander Craig Sellar, *op. cit.*, pp. 49-50.

³ *Ibid.*, Appendix, pp. 377-78

⁴ *Ibid.*, pp. 99-102.

⁵ *Revised Code of Minutes and Regulations of the Committee of the Privy Council on Education*, July 29, 1861, Article IV.

⁶ Sir Henry Craik, *op. cit.*, p. 157.

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"It is the universal custom all over Scotland that men in very different classes of society should be educated together in the parochial schools. You will have the children of the poorest labourer sitting beside the children of the farmer who employs him, the children of the clergyman of the parish, and even in some cases of the landed gentry, sitting on the same bench and learning from the same master the same branches of instruction."¹

Neither were the burgh schools restricted to the children of any one social class. Morgan says that an important feature of these schools was that the pupil population represented families whose social status was widely separated. Low fees made this possible. The mixture of classes created a valuable bond of union in a democratic community.² Fearon reported in 1868 that there was a better mixing of social classes in the burgh schools of Scotland than in England, but that the social mixture in the burgh schools of Scotland was not quite universal, due to the fact that not so many sons of the landed proprietors and wealthy professional men attended them.³

Further proof of the democratic characteristic in Scottish education is found in co-education, which has been the rule in practice.⁴ Morgan states that co-education is and has always been a feature of Scottish education; that, with the exception of some secondary schools, both sexes have been and are taught in the same building and, as a rule, in the same classes.⁵

At no level of education has the democratic heritage in Scotland been better exemplified than at the highest level, the university. Scotland has for centuries been for its size unusually well supplied with universities—four, three antedating the Reformation—easily accessible to all, both

¹ *Parliamentary Debates* (Hansard), *Third Series*, Vol 194 (December 10, 1868–March 23, 1869), p. 294.

² Alexander Morgan, *op cit.*, p 78.

³ Schools Inquiry Commission, *Report on Certain Burgh Schools and Other Schools of Secondary Education in Scotland*, Vol VI, 1868, pp. 19–20.

⁴ James Grant, *op. cit.*, pp 535–37.

⁵ Alexander Morgan, *op. cit.*, p. 209.

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financially and geographically. Until the last decade of the nineteenth century, the doors of the universities were wide open to all students who aspired to higher learning, regardless of social or economic standing, degree of preparation, intellectual equipment, or whether they desired to graduate or pursue particular subjects.¹ In 1892 a preliminary examination was instituted as a condition to university entrance. Furthermore, it was not until after 1892, following a long struggle, that junior classes—introduced in 1858 to enable inadequately prepared students to enter the universities—were abolished. Two Royal Commissions, one in 1878 and one in 1889, refused to recommend the abolition of junior classes and the institution of an entrance examination because they felt that, due to insufficient provision for a complete secondary education in many parts of the country, many capable students would be deprived of an opportunity to obtain a university education.²

The meager statistics available lend support to the claim that the Scottish universities, at least about the middle of the nineteenth century, were attended by students from all classes. A percentage distribution of the occupations of the fathers of 882 students in the four universities in the 1866-67 session shows that 31 per cent. of the students were from the professional classes; that 20 per cent. were sons of men engaged in commerce and shopkeeping, that approximately 20 per cent. represented artisans, skilled and unskilled laborers; and that 18 per cent. belonged to the agricultural classes.³ The occupations of the fathers of the remaining 11 per cent. of the students were not given, were indefinite, or represented sundry occupations.

Perhaps no other tradition in Scottish education goes further than the democratic tradition in explaining Scotland's high standing in post-primary education to-day.

¹ George Stewart, *The History of Scottish Education*, London: Sir Isaac Pitman & Sons, Ltd., 1927, p. 52.

² *Report of the Royal Commissioners Appointed to Inquire into the Universities of Scotland, with Evidence and Appendix*, Vol. I, 1878, pp. 43-45; *Report of the Royal Commission of the Universities of Scotland*, 1889, p. x.

³ *Third Report by Her Majesty's Commissioners, Assistant Commissioners' Report*, Vol. I, 1868, pp. 154-55.

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The belief that every child, whether rich or poor, is entitled to make as many steps up the educational ladder as his ability and industry warrant has exerted untold influence. It has operated to cause wide provisions to be made for secondary education and to establish an open highway from the infant room to the university. It has stimulated the provision of scholarships by individual donors, the development of university bursaries which are highly prized, and the working out of a modern bursary scheme for secondary and higher education at public expense.

Furthermore, the democratic heritage in Scotland has tended to develop local initiative, financial support through public taxation, local school administration, the "end-on"¹ and composite school conception of post-primary education, and a unified, democratic professional organization of teachers. Finally, it doubtless was largely instrumental in eliminating the parallelism, at least in terminology, that existed in post-primary education during this century until 1936.

The democratic conception of education in Scotland is different from the democratic theory in the United States, and has been developed along different lines. In Scotland intellectual ability and achievement, with financial assistance to the few who possess these qualities, has been stressed. In the United States equality of educational opportunity has been interpreted to mean the provision at public expense of secondary school opportunities sufficiently wide to include all children alike, but without direct financial assistance to anyone. In the former, post-primary education has been organized to a considerable extent, less in the last few decades, to give the select few an opportunity to obtain a thorough education; in the latter, to meet the needs of the majority of pupils. The attitude of the typical Scottish post-primary teacher and head master has been none too sympathetic toward children of mediocre ability, while the attitude of the average American high school teacher and principal toward the most capable children has been too often one of indifference and neglect. The

¹ Built on the end of the primary school as a common foundation for all pupils

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Scottish tradition has encouraged an individualistic, competitive outlook in education ; the American tradition, a more socialized outlook.

5. THE TRADITION OF SECONDARY EDUCATION IN THE PARISH SCHOOLS

Another educational tradition, distinctive in its nature, is that the parish schools, in addition to primary work, might and frequently did offer instruction in secondary school subjects. The teaching of Latin in the parish schools was always regarded "as an essential part of their national function."¹ Capable boys were taught Latin, Greek, and mathematics to enable them to go directly to the universities.

The practice of giving secondary instruction in the parish schools developed in response to circumstances and the physical nature of the country. The graded school system, including the "colleges" or high schools proposed in *The First Book of Discipline*, would have required considerable financial support. Since the State refused to provide any material assistance to education, the burden of both primary and secondary education fell upon the shoulders of the people of an almost poverty-stricken country.² It was natural under such conditions that a sturdy, adaptable, and tenacious people, zealous for education beyond the primary school level, would cooperate with the Church to find a practical means of establishing a connecting link between the primary school and the university. At least the elements and beginnings of a secondary education could be provided at small cost in the local parish school, and the universities could then adapt themselves to the circumstances. Even though the Reformers' scheme had materialized, the physical features of much of the country along with the scattered population would have made it impracticable to develop special centers of secondary education throughout the country. Thus, both financially and physically, the

¹ S. S. Laurie, *op cit*, p. 94.

² J. C. Jessop, *Education in Angus - An Historical Survey of Scottish Education from Earliest Times up to the Act of 1872 from Original and Contemporary Sources*, London University of London Press, Ltd., 1931, p. 168.

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parish school offered a workable plan for secondary instruction. It was an intelligent and realistic adjustment to actual conditions.

The proportion of the university enrollments received directly from the parochial schools throws considerable light on the force of the tradition. Twenty per cent. of the students on the rolls of the Humanity classes at the University of Edinburgh in 1863-64, 21 per cent. in the 1864-65 session, and 29 per cent. in the 1865-66 session entered directly from the parish, Free Church, and General Assembly schools.¹ According to the Commissioners in 1868, 42 per cent. of the students in the universities came from the burgh and middle-class schools and the remainder from parochial and other elementary schools, or from abroad.²

The strength of the tradition of teaching the university subjects—Latin, Greek, and mathematics—in the parochial schools is evidenced by the strenuous objection in Scotland to the application of the English Revised Code to that country. The Assistant Commissioners in their *Report* in 1866 stated that the "Standard" system would lower the traditional quality of the instruction given, particularly in the parochial schools. They said that schoolmasters would discontinue teaching the higher subjects because they were paid according to the number of children passed; that the considerable class of scholars who then went to the Scotch universities from the parochial schools and others of their type would cease; and that the scholastic training of the parochial schools would be reduced to the "uniformity of English elementary schools."³ In the words of Balfour:

"Scotland bitterly resented her more or less mixed schools being bribed to confine themselves to the merest rudiments of education."⁴

On the other hand, the Commissioners in their final *Report* in 1868 recognized this tradition of the parish schools

¹ *Second Report by Her Majesty's Commissioners*, "Elementary Schools," 1867, p. 132.

² *Third Report by Her Majesty's Commissioners*, *General Report*, 1868, pp. ix-x.

³ *Second Report by Her Majesty's Commissioners*, 1867, p. 131.

⁴ Graham Balfour, *op. cit.*, p. 125.

and recommended that in order to encourage the study of higher subjects, special grants should be paid to the master of the parochial school which discharged the function of a secondary school.¹

The force of the higher education tradition is seen in the Parliamentary debates on the Scottish education bills which eventuated in the Education (Scotland) Act of 1872 and also in the Act itself. Lord Argyll stated in the House of Lords in 1869 that in Scotland they had never limited education to the "three R's"; and that it had always been the custom of the parochial schoolmasters to teach geography, history, and quite frequently Latin and Greek.² The preamble to the 1872 Act made it clear that the primary schools were not to be restricted to elementary education, while in Article 67 the Scotch Education Department was specifically instructed to take "due care" in the construction of Minutes that the standard then existing in the public schools "shall not be lowered."³

The tradition of teaching secondary school subjects in the parish and primary school is correlated with the democratic tradition. Although the proportion of the total school population who took secondary subjects was small, the influence of tradition has been great. A close connection between the parish schools and the universities was developed, and the standard of university scholarship was lowered, but the opportunities for secondary education were considerably extended. It tended to develop an "end-on" and unified conception of education, and to establish the practice of making the parish school composite in nature. It catered to the select few; promoted a narrow, academic conception of secondary education; and encouraged ambitious university-trained head masters. On the negative side, the tradition has been a factor in retarding the growth of the ideal of post-primary education for all, other than in terms of preparation for the university. It

¹ *Third Report by Her Majesty's Commissioners, General Report, 1868*, pp. xxvi-xxvii.

² *Parliamentary Debates* (Hansard), *Third Series*, Vol. 194, December 10, 1868-March 23, 1869, p. 294.

³ Alexander Craig Sellar, *op cit.*, pp. 50 and 96.

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has also at times made it difficult to establish a co-ordinated system of post-primary education with schools large enough to meet the needs of various types of pupils.

6 THE ACADEMIC TRADITION

The academic tradition has long permeated Scottish education. In no other country, with the possible exception of France, has this tradition had more influence on education. That it became firmly entrenched in the parish schools is clear from the foregoing statement on the tradition of teaching secondary subjects in the parish schools.

The academic tradition has always been particularly deep-rooted in the grammar schools of the burghs. In the larger burghs the classical curriculum of the grammar schools was the sole curriculum till the beginning of the nineteenth century.¹ Even English was not included. Not until 1866 did the High School of Edinburgh require English, including literature, grammar, and composition, to be taught by special masters. Although in the smaller towns and burghs, English, arithmetic, and writing were taught, boys who intended to proceed to a university took the "university subjects"—Latin, Greek, and mathematics.

The strong hold of the academic tradition on the grammar schools may be judged from a comparison of the results of the academy movement in Scotland and in the United States. After several decades in Scotland the reaction against the classics and in favor of science went too far, and in the course of time the academies lost their original characteristics and became in a large measure similar to the grammar schools.² Thus, the academy movement in Scotland became a strong tributary to the traditional secondary school stream, and liberalized it, but in the end was largely absorbed by it. In the United States, the academy displaced the Latin grammar school, and until overshadowed by the high school, remained the main stream of secondary education.³

¹ Alexander Morgan, *op. cit.*, pp. 87-88.

² *Ibid.*, p. 96

³ Elwood P. Cubberley, *The History of Education*, Boston: Houghton Mifflin Co., 1920, p. 696.

The academic tradition was fostered by four interrelated factors—(1) historical ; (2) Scottish temperament ; (3) the Church ; and, (4) the universities.

Historically, the long connection between Scotland and the northern countries of Europe, especially France, during the formative period of their institutions influenced the political, religious, and cultural ideals of Scotland.¹ Between the twelfth and fifteenth centuries, before a university was established in Scotland, large numbers of Scottish students attended the continental universities, particularly the University of Paris.² Scottish students, grounded in European religious, political, and scientific knowledge, returned to Scotland to become leaders in their respective fields. Scottish statesmen and legislators obtained their ideals and patterned their institutions on models from France. The legal system of Scotland, based to a considerable extent upon Roman law, became so thoroughly established that it has retained to the present time its distinctive characteristics in contrast to the English system based upon common law.³ The religious scheme was modeled on the intellectual and disciplinary system developed by Calvin in Geneva. The tradition of the classics, transmitted from France, "was sought after and appreciated by Scotland as keenly as by any people in the world. . . ." ⁴

In the second place, the academic tradition has its roots deeply imbedded in the Scottish temperament. With the exception of the Jews, Sir Michael Sadler credits the Scottish people with being "the most intellectually strenuous of all the smaller races on earth."⁵ The Scottish mind is logical, philosophical, and argumentative,⁶ and has never

¹ Walter Elliot, *op. cit.*, p. 61.

² Alexander Morgan, *op. cit.*, pp. 29-30.

³ The Right Hon. Lord Macmillan, "Scots Law," *A Scotsman's Heritage*, London : Alexander Maclehose & Co., 1932, p. 100.

⁴ Walter Elliot, *op. cit.*, p. 61.

⁵ Sir Michael Sadler, "England," *Educational Yearbook*, Vol. VI, 1929, International Institute of Teachers College, Columbia University (I. L. Kandel, Editor), New York : Bureau of Publications, Teachers College, Columbia University, 1930, p. 32.

⁶ The Right Hon. Lord Macmillan, *op. cit.*, pp. 101-102.

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responded heartily to the æsthetic.¹ It is at home in theories and principles. Emphasis upon intellect and lucid thought is found in Scottish law, religion, and literature. Scottish law is characterized by its systematic and logical organization. A Scottish writer says: "No other country in the world can boast of possessing such reasoned expositions of its whole law."² Calvinism, with its rigid organization and discipline, was congenial to the Scottish temperament. It developed a deep, religious faith and a moral intensity which were conducive to the growth of moral qualities of endurance and self-denial. The works of David Hume, Adam Smith, and James Mill are marked by their incisive thought.

In the third place, the Church was perhaps the most powerful agency in establishing and perpetuating the academic tradition. It made strong intellectual demands upon its members. Of its leaders it required an advanced education in Latin, Greek, Hebrew, logic, and philosophy. To secure learned ministers, it encouraged and aided capable young men to attend the universities. The ministry, one of the outstanding professions, was attractive to teachers in both burgh and parish schools. Jessop points out that about the middle of the eighteenth century it appeared that it was a common practice for teachers to leave the burgh schools for the Church.³ Through its regulations, the Church favored persons with university training for the parish schools.⁴ The modest living provided for its ministers, the opportunity to achieve distinction in its service, and the desire to serve God and humanity made a strong appeal to poor, ambitious young men in the country where the ministry was about the only outlet. Using teaching in the parish schools as a stepping-stone, some of them reached their goal and achieved success in the pulpit, while others became and remained teachers in the parish schools.⁵

¹ The Very Rev. Charles Warr, *op cit.*, pp. 187-88.

² The Right Hon. Lord Macmillan, *op cit.*, p. 104.

³ J. C. Jessop, *op cit.*, p. 181.

⁴ John Strong, *op. cit.*, footnote 5, p. 121; John Kerr, *op. cit.*, pp. 198-99.

⁵ Alexander Craig Sellar, *op cit.*, Appendix, Lord Young's Address, p. 375.

In the fourth place, the Scottish universities, always strongly academic, have for centuries exerted a powerful influence upon Scottish life and education. It was 1892 before the seven sacred arts—Latin, Greek, mathematics, natural philosophy, logic, moral philosophy, and English—were modified for a degree in the Arts courses in the Scottish universities.¹ The Universities' Entrance Board made at least five attempts between 1918 and 1925 to formulate a set of entrance regulations which would be acceptable to the four university courts. The question of compulsory Latin for admission was one of the chief points of the controversy.² Since the universities have served as the principal avenue to the professions, and have been largely independent in their management, their entrance requirements have forced the academic curriculum upon all schools which exercise a college preparatory function. The secondary curriculum has been dominated by foreign languages and mathematics. Furthermore, the universities have for centuries supplied most of the teachers in Scotland. Often teachers of the parish school had secured a university training or were graduates. It was reported in 1868 that 71 per cent. of the teachers in the burgh and middle-class schools had had university training.³ Approximately 36 per cent. held degrees and 35 per cent. had attended some university. The majority of the graduates taught in the classical and mathematical departments. Excellent classical scholars were found in some small schools. The academic preparation of teachers has tended to perpetuate the academic tradition in both the burgh schools and the parish schools.

The academic tradition has retarded the development of a conception of post-primary education broader than the selective type of traditional secondary education. It has been difficult to convince teachers and parents, regardless of pupils' ability, that any post-primary curriculum which

¹ Alexander Morgan, *op cit*, p. 152.

² "University Entrance Regulations," *The Scottish Educational Journal*, Vol. VIII, November 6, 1925, p. 1202.

³ *Third Report by Her Majesty's Commissioners, Assistant Commissioners' Report*, Vol. I, 1868, p. 78.

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consisted of other than language, mathematics, and science was worthwhile. As late as 1893 a school inspector wrote in his report that in Scotland higher education had long been summed up in the "formula—Latin, Greek, and mathematics."¹ Practical subjects have been, and still are to a considerable extent, regarded as an inferior educational fare for pupils of inferior mental and social status. The academic tradition has made it particularly difficult to develop curricula for the short-time post-primary pupils who leave school as soon as the legal age is reached. It has been an important factor in fostering the Scottish belief in discipline, hard work, and thoroughness. Finally, the academic tradition has doubtless contributed to the growth of the present-day conception of a graduate teaching profession in Scotland.

¹ Scotch Education Department, *Education (Scotland) Reports*, 1893-94, pp. 326-27

Chapter III

SPECIFIC SUBJECTS IN THE STATE-AIDED ELEMENTARY SCHOOLS, 1872-98

IN 1867 a National Commission, appointed in 1864, stated in one of its reports that it was quite clear that the parochial school system of Scotland was "utterly inadequate" in extent to do the work for which it was intended and should discharge.¹ How inadequate the parochial school system had become was shown by the amount of supplementation that had taken place and by the number of children not enrolled in school. The Commissioners reported that only 1,133, or about 25 per cent., of 4,451 schools in rural districts were parochial, the others being private adventure schools and schools supported voluntarily; that according to their estimate there were 92,000 children of school age in Scotland not enrolled in any school²; and that there was a lack of organization, a lack of supervision by a competent authority with power to make its influence felt, and a lack of thoroughness in teaching.³

1. EDUCATION (SCOTLAND) ACT, 1872

To meet the essential needs revealed by the Commissioners, Parliament, after unsuccessful attempts at school legislation for Scotland in 1869 and in 1871, enacted the Education (Scotland) Act, 1872.⁴ It was a comprehensive Act of far-reaching importance. It established the State as the dominant agent in the organization and control of education; introduced universal compulsory attendance;

¹ *Second Report by Her Majesty's Commissioners, "Elementary Schools,"* 1867, pp. clxxiv-clxxvi.

² *Ibid.*, pp. clxxiv-clxxvi.

³ *Ibid.*, pp. 175-77.

⁴ John Strong, *A History of Secondary Education*, Oxford: The University Press, 1909, p. 193.

and included both primary and post-primary education in the same system. The Act provided for central and local administration by creating the Scotch Education Department as the central authority and district school boards as the local authority.

The Scotch Education Department¹ was defined as "the Lords of any Committee of the Privy Council appointed by Her Majesty on Education in Scotland."² The president of this Committee was the Lord President of the Council. The Department was made responsible for the administration and distribution of Imperial money for education in accordance with a Code of Regulations which it was required to submit annually for the approval of both Houses of Parliament. It was authorized to conduct an annual inspection of the schools. In addition, the Department was granted certain compulsory powers over the local authorities. Although the extent of the powers of the Department was not clearly defined, its authority has been considerably extended by later Acts of Parliament, and especially by successive Minutes which have the force of Acts of Parliament.³ Since all the school boards accepted Parliamentary grants, the Department in practice obtained considerable control over the management of the schools in the local areas.

A popularly-elected school board was constituted to administer education in each of the 984 local administrative districts which corresponded, in general, with existing parish and burgh areas. The management and control of all schools established by previous Acts of Parliament and all burgh schools were transferred to the school boards, and all ecclesiastical authority over the public schools was abolished.⁴ Conditions under which other grant-earning schools might be transferred to the school boards were set up and within

¹ A temporary Board of Education was created to assist in putting the provisions of the Act into operation. It ceased to exist in 1878, its duties devolving upon the Scotch Education Department.

² Alexander Craig Sellar, *Manual of the Education Acts for Scotland*, Seventh Edition, Revised and Enlarged, Edinburgh and London: William Blackwood & Sons, 1879, p. 3.

³ John Strong, *op. cit.*, pp. 194-95.

⁴ Alexander Craig Sellar, *op. cit.*, p. 14.

a few years most of them were transferred to the school boards or were discontinued.¹

The school boards were assigned a number of important powers and duties.² They were authorized to prosecute parents who did not observe the provisions of the Act which made it compulsory on every parent "to provide elementary education in reading, writing, and arithmetic, for his children between five and thirteen years of age."³ Parents, who on account of poverty were unable to pay tuition fees, were to apply to the parochial board for assistance. School boards were required to provide sufficient school accommodation in their districts for all children of school age. They were empowered to receive and distribute Parliamentary grants; to borrow money, with the consent of the Board of Education (later the Department), upon the security of the school rates to defray the costs of school buildings; to levy local rates to meet any deficiencies in the school fund; and to fix the tuition in the State-aided schools. It was the duty of the school boards to determine, in accordance with the conscience clause, the religious instruction, if any, to be given. They might require of teachers qualifications beyond the minimum standards demanded by the Department for a certificate; and they were empowered to employ and remunerate teachers and to discharge them when they saw fit.

The Act of 1872 provided for two types of public schools—the State-aided elementary school and the higher class public school—and recognized a third type, the higher class school. The higher class public schools were existing burgh schools in which the education given consisted chiefly of instruction in Latin, Greek, modern languages, mathematics, natural science, and in the higher branches of knowledge generally.⁴ It was the intention of the Act that these schools should be managed by the school boards to promote secondary education.⁵ Higher class schools were non-public schools under private and subscription control.

¹ Scotch Education Department, *Education (Scotland) Reports*, 1878-79, p. x.

² Alexander Craig Sellar, *op. cit.*, pp. 68, 78-80, 85, 88-89, and 98.

³ *Ibid.*, p. 99.

⁴ *Ibid.*, p. 91.

⁵ *Ibid.*, p. 92.

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Later the management and control of some of the subscription schools were transferred to the school boards, but the number of endowed schools under managers increased.¹

The State-aided elementary school, the successor to the old parish type of school, was placed in a dominant position by the Act, even in regard to post-primary education. In the first place, the Scotch Education Department was specifically enjoined in Article 67 of the Act to take due care in the construction of its Minutes that the standard of education then existing in public schools would not be lowered.² This meant that the Department and local school boards had to provide for the continuation of the old parish-school tradition of teaching secondary subjects in the State-aided elementary school. In the second place, the State-aided elementary school was favored from a financial standpoint, especially in comparison with the higher class public schools. It was to be supported by Parliamentary grants and local rates. Although both types of schools were under the control of the same school boards, the latter were not permitted to derive support from Parliamentary grants or from funds derived from local rates, with the exception of the expense for the annual examination of these schools. School boards might borrow money on the security of the local rates for the construction of such schools but not for repairs or equipment. The funds and revenues for the support of the higher class public schools were to be secured from contributions received from the common good of the burghs, from endowments, and from fees. Since little revenue was obtained from the common good and endowments, pupils' fees furnished the principal source of support.³ The low fees were insufficient to provide for other than teachers' salaries. Consequently, these schools were until 1892 severely handicapped in their development because of inadequate financial support. The higher class schools were also left in a stronger financial position than the higher class public schools because they

¹ John Strong, *op cit*, p. 197.

² Alexander Craig Sellar, *op. cit*, p. 96.

³ Board of Education for Scotland, *Second Annual Report*, 1875, pp. xxxiv-xxxvi.

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received munificent gifts or diverted hospital endowments.

2. SPECIFIC SUBJECTS

To fulfil its duty regarding education beyond the primary school level, the Department had to make provision in the State-aided elementary schools for instruction in at least the university subjects—mathematics, Latin, and Greek. The Board of Education for Scotland recommended six subjects—mathematics, English literature, Latin, Greek, French, and German¹—but the Department held that the standard of education to which the Act had reference should be interpreted broadly, not restricted to a small range of academic subjects. Neither should these subjects be given a larger grant.² The reasons of the Department for its position were that there were other subjects with an educational value of their own equal to the so-called university subjects; and that these subjects were more interesting and of more practical value to the great mass of children who would leave school early to join the ranks of labor. Consequently, the Code of 1873 offered grants for a wide range and variety of subjects in addition to the university subjects. It set forth the conditions under which special grants would be made for instruction in thirteen subjects, called specific subjects, presented in Schedule IV of the Code. The subjects were: (1) the university subjects—Latin, Greek, and mathematics; (2) a group of language subjects—English literature and language, French, and German; and (3) a group of science subjects—mechanics, chemistry, animal physiology, light and heat, magnetism and electricity, physical geography, and botany. The scheme included three stages, a three-year course, in each subject.

The principal regulations relative to the specific subjects were that the time table of the school should provide throughout the year for one or more of the specific subjects according to the outline in Schedule IV; that every pupil

¹ Board of Education for Scotland, *Fifth Annual Report*, 1878, p. xxvi.

² Scotch Education Department, *Education (Scotland) Reports*, 1877-78, pp. xiii-xiv.

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presented in standards IV-VI was eligible for presentation in not more than two such subjects; and that any pupil who had previously passed standard VI might be presented for examination in three specific subjects. The grant in each subject was four shillings per pass.¹

The system of specific subjects met with a withering fire of criticism, much of which continued as long as the scheme was in operation. It was charged that the Department had not been guided by the spirit of the 1872 Act because the scheme included science and other non-university subjects. A related criticism was that it included too many subjects. The Board of Education, which had suggested six subjects in 1873,² stated in 1876 that already there had been keen rivalry among the thirteen specific subjects viewed simply as to the comparative ease or difficulty of obtaining grants for teaching them; and that it asked the Department to consider whether subjects like physical geography and animal physiology in which a pass might be obtained by a few weeks' teaching should be allowed to receive the same grant as Latin, mathematics, French, and Greek in which a pass was obtained after a year's "thorough and laborious teaching."³ It was contended that the new system of Departmental supervision would be so exacting in elementary work that it would unfavorably affect the teaching of the specific subjects. Still another criticism was that there would be a tendency to teach a large number of pupils at the first stage of a subject instead of teaching a few at the higher stages.⁴

As a result of the continued criticisms of the Department's scheme of specific subjects, the Commissioners, appointed under the Endowed Institutions Act of 1878, were specifically directed to consider the problem. They were to recommend to the Scotch Education Department the most advantageous method of distributing the Parlia-

¹ Scotch Education Department, *Minute of the Lords of the Committee of the Privy Council on Education Establishing a Code of Regulations for Scotland*, May 22, 1873, Article 21.

² Board of Education for Scotland, *Fifth Annual Report*, 1878, p. xxvi.

³ Board of Education for Scotland, *Third Annual Report*, 1876, p. xxiv.

⁴ John Strong, *op. cit.*, p. 225.

mentary grant for public education in Scotland in order to promote education in the higher branches of knowledge in public and State-aided schools, especially in districts without higher class public schools.¹

The Commissioners in their *Report* in 1881 pointed out that it might be desirable to establish secondary schools in certain populous centers for pupils with demonstrated ability, but that, on account of the extensive area and the scanty population of the districts investigated by them, it was impossible to do so for the great majority of children. However, without regard to these special conditions, they said that they were of the "opinion that it is not only possible to combine thorough elementary teaching with instruction in the higher branches, but that any separation of these subjects is detrimental to the tone of the school, and dispiriting to the master."²

The *Report*, in general, approved the system of specific subjects but criticized severely the science subjects as of little or no value as they were then taught. It was felt that it was impossible to teach science to elementary school children in a truly scientific fashion.

The most important of the specific recommendations were that the standard of proficiency of beginning pupil teachers should be raised; that there should be in every parish at least one teacher qualified to teach the higher subjects; that the minimum staff required by the Code should be increased in schools in which the average attendance exceeded 140; and that the list of specific subjects should be confined to Latin, Greek, mathematics, modern languages, English, physical geography, domestic economy, and animal physiology; and that a larger grant should be given for a pass in a higher stage of a subject than for a pass in a lower stage.³ Relative to elementary science, the Commissioners recommended that it should be taught by object lesson only, with special grant for efficient teaching in such subjects. Little resulted from the recommendations.⁴

¹ *Report by the Commissioners on Endowed Institutions in Scotland, Act, 1878, with Evidence and Appendix, 1881*, p. v

² *Ibid.*, p. vii.

³ *Ibid.*, pp. vii-xviii.

⁴ John Strong, *op. cit.*, p. 227.

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In 1888 another National Commission, the Committee of Inquiry, reported with reference to higher education in the country schools that they were managed by school boards elected by the ratepayers who were under strong temptation to neglect the more advanced subjects, especially the more difficult subjects, and to keep close to those subjects in which grants could be more easily earned. It said :

“ Such is the direct and almost inevitable, if not the intended result of departmental regulations. The Code assigns the same pecuniary value in some cases to a few facts, soon learnt and soon forgotten, as to more solid acquirements such as proficiency in mathematics, in Latin, or in French, and gives higher grants for a large class of ordinary than for a small number of advanced pupils.”¹

In spite of the special grants offered by the Code of 1886 to country schools in certain Highland and Island counties, the Committee stated that it must be regarded as the deliberate policy of the majority over the few, to increase and improve lower education and to neglect higher education. It recommended that in every country parish a public school should be maintained capable of preparing the best pupils for the university ; that in order to do this the staff should be strengthened ; and that, to assist in financial support, it was necessary in all country schools which employed sufficient staff to offer an increased grant for collective merit in the higher subjects²

From time to time the number of specific subjects was extended and the regulations governing them modified. The Code of 1876 made domestic economy compulsory for girls,³ while the Code of 1879 required them to study both

¹ *Third Report of the Committee Appointed to Inquire into Certain Questions Relating to Education in Scotland, with Minutes of Evidence and Appendix*, 1888, p. viii.

² *Ibid.*, p. xx.

³ Scotch Education Department, *Code of Regulations for the Day Schools of Scotland*, 1876, Article 21 (e).

branches of the subject—clothing and washing, and food.¹ In the Code of 1883 agriculture was added to the schedule of specific subjects.²

The Code of 1886, the first Code issued after the re-organization of the Scotch Education Department in 1885, was “revolutionary,”³ containing several fundamental modifications.⁴ In the first place, it abolished the individual examination in all classes below standard III and introduced graduated grants based upon a general report. In the second place, it restricted specific subjects to standards V, VI, and to ex-standard pupils, and introduced class subjects. English language and literature was removed from the schedule of specific subjects and was made a class subject along with geography and history, elementary science, drawing, and needlework (for girls). These two changes enriched the primary school curriculum, raised the age and educational level for beginning the specific subjects, and tended to reduce the number of pupils presented in them. In the third place, the regulations were modified to stimulate in the country schools in the northern counties the teaching of the more difficult specific subjects, as mathematics and Latin. These subjects had been adversely affected in these schools by the tendency to offer the specific subjects by which grants were more easily earned.⁵ The conditions on which a grant of ten shillings instead of four shillings might be earned for teaching specific subjects in the parish schools in seven Highland and Island counties were outlined.

In the Code for 1890 important modifications were again made in the regulations governing the specific subjects. The prescribed list was reduced to seven subjects—mathematics, Latin, Greek, French, German, agriculture, and

¹ Scotch Education Department, *Education (Scotland) Reports*, 1878-79, p. 102.

² Scotch Education Department, *Education (Scotland) Reports*, 1882-83, p. 117.

³ “The New Code” (Leader), *The Educational News*, Vol. XI, February 27, 1886, pp. 161-62.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1885-86, pp. 82-83, p. 89.

⁵ John Strong, *op. cit.*, pp. 229-30.

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domestic economy—and the managers allowed to select any other subjects, provided that a graduated scheme of teaching the subject had been approved by the Department.¹ If scientific subjects were chosen, they were required to be taught principally by experiment and illustration. These changes were introduced to simplify the curriculum and to give the managers a wider range of choice in subjects so that they might plan a curriculum in accordance with local conditions, the individual taste and capabilities of the teachers, and in accordance with the practical requirements of the pupils. It had been found in practice that a long list of subjects, to be taught according to a strictly defined syllabus, encouraged formal and superficial teaching and induced schools to adopt a greater number and variety of subjects than might be expected for efficient teaching.²

To meet the increased demands of the industrial classes for higher education for their children, the local authorities organized higher departments in the State-aided schools by means of the specific subjects.³ The parents of limited means could not afford to send their children to the higher class public schools because the fees were high and there was an insufficient number of free places. One of Her Majesty's inspectors reported in 1886 that the much higher fees of the secondary schools were a complete barrier to many who sought, and who could profit by, a higher education.⁴ The school boards adopted 'the plan of establishing higher departments in the State-aided schools instead of attempting to extend the higher class public schools for several reasons. It was in line with the traditions of Scottish education and also more practical in most of the country districts. From a financial standpoint they received Parliamentary grants for the teaching of specific subjects ; earned additional grants by teaching Science and

¹ Scotch Education Department, *Education (Scotland) Reports*, 1889-90, p. 76.

² *Ibid.*, p. 97

³ John Strong, *op. cit.*, pp. 227-28

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1886-87, p. 197.

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Art subjects under the regulations of the Science and Art Department ; could charge moderate fees ; and finally had the authority to use money from the school fund, which, in case of any deficiency, could be derived from the rates. In fact, many school boards which should have provided higher class public schools according to the spirit of the Act of 1872 followed the policy of developing the higher departments of the elementary schools because the Imperial Exchequer could be made to bear the major portion of the financial burden. The Committee of Inquiry pointed out in 1888 that it was not satisfactory that academies in large burghs like Dunbarton and Kilmarnock, with populations of 14,000 and 26,000, respectively, should be driven to support themselves by earning grants under the Code.¹ The Committee recommended direct grants to aid the secondary schools.

3. THE MERIT CERTIFICATE

An advanced step in the development of post-primary education in the State-aided schools was made in 1892 with the institution of the merit certificate. In Circular 119, January, 1891, the Department informed the school boards that it proposed to "set before the scholars a goal beyond the minimum requirement of the law," the merit certificate, to be attained by an examination.² The purposes of the certificate and examination were to induce the older pupils to remain in school longer and to test the mastery and the practical application of the elementary subjects. Although the standard required for the merit certificate was somewhat above strictly elementary work, it in effect defined the upper limit of the elementary school,³ and marked the appropriate completion of its curriculum.

The conditions on which the merit certificate would be issued were presented in Article 29 of the Code for 1892. The most important regulations were :

"A certificate of merit will be granted by the

¹ *Third Report of the Committee of Inquiry*, 1888, p. 14

² Scotch Education Department, *Education (Scotland) Reports*, 1890-91, pp. 123-24.

³ John Strong, *op. cit.*, p. 231.

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Department to any scholar over 13 years of age, who satisfies the inspector that he has attained a standard of thorough efficiency in the three elementary subjects (Art. 28),¹ as well as in the class subjects,² (at least two) professed in the school, and who, in addition, has passed an examination embracing all the stages of one specific subject.”³

The response to the merit certificate was most satisfactory. The opportunity to obtain it was highly valued. After the examination had been in operation for six years, 13,373 certificates had been granted.⁴ The Department was assured that the importance of such persons in the public schools was not measured by numbers only, but that the benefit extended beyond the individual pupils concerned.⁵ In general, the reports of Her Majesty's inspectors indicated the popular response to the merit certificate. They stated that the ex-VI pupils, who formerly were regarded as “retired pensioners” of the school, had been “retained in active service”⁶; that it tended to make the children remain in school longer⁷; and that in some counties a pecuniary value was attached to the merit certificate by the county committees.⁸ One inspector stated that the merit certificate examination had resulted in more thorough work in the ordinary subjects and that, if, as seemed inevitable, “some fresh conception of ‘higher education’” should soon arise on equal terms to replace the old concep-

¹ Reading, writing, and arithmetic.

² The class subjects were English, geography, history, needlework (for girls), and elementary science.

³ Scotch Education Department, *Education (Scotland) Reports*, 1891-92, p. 50.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1897-98, p. xxxv.

⁵ Scotch Education Department, *Education (Scotland) Reports*, 1893-94, p. xxxi.

⁶ Scotch Education Department, *Education (Scotland) Reports*, 1894-95, p. 340.

⁷ Scotch Education Department, *Education (Scotland) Reports*, 1893-94, p. 365.

⁸ *Ibid.*, p. 308; 1897-98, p. 389.

tion, this examination would "prove the natural starting-point for the new curriculum."¹

4. STATE-AIDED SCHOOLS AND THE LEAVING CERTIFICATE

As a result of the precarious position in which the higher class public schools were left by the Act of 1872 and of the focus of attention upon the State-aided elementary school between 1872 and 1885, public secondary education declined or made little progress.² After 1885 more serious official efforts were exerted in developing a state system of secondary education.³ In 1886 the Department began an annual inspection of the higher class schools and two years later, in connection with the inspection, instituted a voluntary leaving certificate examination.⁴ This was the "outstanding feature in the history of secondary education during the twenty years immediately succeeding the passing of the Education Act of 1872. . . ." ⁵ It served to correct two of the most glaring defects in the Act of 1872. First, it was used to bring some degree of unity in the post-primary instruction which the three types of competing schools—higher public, private and endowed higher class, and State-aided elementary—offered. Second, it established a link between these schools and the university.

Four years after the introduction of the leaving certificate examination, the State-aided elementary schools were permitted to present candidates, having been made possible by a grant secured under the Education Tax Relief (Scotland) Bill of 1892.⁶ Thus, the Department was enabled to judge the extent and evaluate the quality of the post-primary

¹ Scotch Education Department, *Education (Scotland) Reports*, 1893-94, p. 312

² Scotch Education Department, *Education (Scotland) Reports*, 1886-87, p. xxix

³ John Kerr, *Scottish Education: School and University*, Second Edition with an Addendum, Cambridge. The University Press, 1913, p. 312.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1886-87, pp. xxviii-xxix; 1887-88, p. xxx.

⁵ John Strong, *op. cit.*, p. 215.

⁶ Scotch Education Department, *Education (Scotland) Reports*, 1891-92, pp. xxviii and 115.

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education given in the higher departments of these schools with the same instrument used in the higher class schools.

Table 3 presents comparable data relative to the leaving certificate examination in the higher departments of State-aided elementary schools and in the higher class schools during the period 1892-98. The number of State-aided schools presenting candidates from their higher departments increased from 63 in 1892 to 322 in 1898, while the number of candidates increased from 1,755 to 11,240. During the same period the number of higher class schools participating in the examination increased from 52 to 76 and the number of candidates increased from 3,420 to 5,022. In the State-aided elementary schools the percentage of the total number of candidates presented increased more than two-fold, from 33.91 to 69.12.

TABLE 3. LEAVING CERTIFICATE EXAMINATION IN THE STATE-AIDED AND IN THE HIGHER CLASS SCHOOLS, 1892-98*

School Year	Number of Departments Represented		Number of Candidates		Total	Percentage of Total Number of Candidates	
	State-aided Elementary †	Higher Class	State-aided Elementary	Higher Class		State-aided Elementary	Higher Class
1891-92	63	52	1,755	3,420	5,175	33.91	66.09
1892-93	97	55	3,393	3,755	7,148	47.47	52.53
1893-94	148	64	5,481	4,352	9,833	55.74	44.26
1894-95	202	68	8,173	5,000	13,173	62.04	37.96
1895-96	259	70	10,647	5,088	15,735	67.66	32.34
1896-97	289	73	11,267	5,111	16,378	68.79	31.21
1897-98	322	76	11,240	5,022	16,262	69.12	30.88

* Scotch Education Department, *Education (Scotland) Reports*.

† Schools from which only pupil teachers were presented are not included

That the statistics relative to the showing of the candidates from the higher departments of the State-aided schools in the leaving certificate examination may not prove misleading as to the extent and quality of the post-primary education offered in them other statistics and facts should be considered. In the first place, the 63 State-aided elementary schools represented in the leaving certificate examination in 1892 was only 3 per cent. of the total

number, 1,696,¹ presenting pupils for examination in specific subjects, and the 322 State-aided schools which furnished candidates for this examination in 1898² represented only 17 per cent. of the 1,893 State-aided schools presenting pupils in the specific subjects. On the other hand, the percentage of the inspected higher class schools represented in the leaving certificate examination was over 88 between 1892 and 1898.³ In the second place, since the total number of pupils presented in specific subjects from the State-aided elementary schools during the years 1892-98 varied between approximately 43,000 and 51,000, their representation in the leaving certificate examination was relatively small. The large discrepancy between the number of pupils presented in specific subjects and the number of pupils examined for the leaving certificate would seem to indicate that much of the post-primary work in them was not particularly effective.

The reports of the Department throw further light upon the quality of the results attained in the leaving certificate examination by candidates from the State-aided elementary schools. Regarding the performance of the candidates from these schools in the first examination, the Department stated that "they have so acquitted themselves as to show that a very creditable amount of higher instruction is given in ordinary State-aided schools."⁴ Six years later, 1898, the Department reported that pupils had been presented from the State-aided schools long enough to make it possible to trace distinct lines of difference between them and the higher class schools. The principal criticisms were that, in general, the results in each subject showed that the percentage of passes was smaller among the candidates in the State-aided than among the candidates from the higher class schools; that candidates still appeared to do well or ill largely according to schools instead of individuals; that,

¹ See Table 4, p. 58.

² See Table 4, p. 58.

³ Scotch Education Department, *Education (Scotland) Reports*, 1892-93, pp. xxvii-xxviii; 1898-99, p. xxxii.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1891-92, p. 172.

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on the whole, the candidates from the State-aided schools seemed to pass with a narrower margin than those from the higher class schools, even when a good percentage of the candidates passed. The *Report* pointed out also that it would not be fair to draw any universal inference from this because of notable exceptions, and because some of the State-aided schools gave evidence of admirable work.

“But in the case of many of these schools the candidates are few and they make a very poor appearance, and it is impossible not to doubt the expediency of such schools attempting such work for a handful of scholars who gain little by it. The effort is laudable, but it scarcely repays the time and labour spent upon it.”¹

Furthermore, it was stated that the honours certificate could be attained only by a candidate of very considerable ability from a school well-organized and well-equipped for secondary education.

5. STATE AID AND HIGHER CLASS SCHOOLS

Perhaps the most important factor in the history of secondary education in Scotland was the development of direct State aid to the higher class schools beginning in 1892. The Education and Local Taxation Account (Scotland) Act of that year provided for the transfer of sixty thousand pounds, known as the “Equivalent Grant,” to the Scotch Education Department to be used mostly for the stimulation of secondary education in the urban and rural districts of Scotland.² Although certain grants for the teaching of Art and Science subjects in the higher class schools had long been available under the regulations of the Science and Art Department in London, and grants were given to the State-aided elementary schools for instruction in specific subjects, “no Parliamentary grant was made unreservedly to secondary education until 1892.”³

¹ Scotch Education Department, *Education (Scotland) Reports*, 1897-98, p. 183.

² Scotch Education Department, *Education (Scotland) Reports*, 1891-92, pp. 105-106.

³ John Strong, *op. cit.*, p. 241.

In a Minute¹ in August, 1892 the Department submitted to Parliament a method for distributing this grant. The proposed scheme involved the creation of county and burgh committees. Because of strong opposition, on the grounds that the Department was given too much power over the local committees, an amended Minute was submitted in May of the following year. Burgh and county education committees were to submit schemes for distributing this fund. In general, the committees compromised between a policy of selecting and aiding central schools and that of scattering the grant among the large number of State-aided schools.² However, the tendency was to allocate small sums to a large number of small State-aided schools. The Department in a Minute in June, 1897, restricted the grant to specific purposes.³ At the same time the secondary education committees were informed that the Department favored a certain amount of secondary instruction in the elementary schools, but that there should be a careful selection of the schools in which higher departments should be developed and the staff sufficiently increased to make the higher work real without interfering with primary education. It was further suggested that such higher work should not be promoted to injure or to compete unduly with any efficient, available, and suitable higher class school. The following year the Department stated that this Minute had checked to some extent the tendency to dissipate the grant in small payments over a large number of schools whose primary purpose was elementary education rather than secondary education, and should look for assistance under the Code. It was further pointed out that this practice encouraged lower grade schools to retain pupils who would, with more benefit to themselves and to the educational provision of the district, go to the higher schools, and that it was greatly desired that the grant should be employed as far as possible for the development of carefully selected

¹ Scotch Education Department, *Education (Scotland) Reports*, 1893-94, p. xxviii.

² *Ibid.*, p. xxviii.

³ Scotch Education Department, *Education (Scotland) Reports*, 1898-99, p. 259.

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schools, and means provided for promising pupils from other schools to take full advantage of them.¹ In the meantime, the State extended financial assistance to secondary education through other grants. By 1898, exclusive of grants for specific subjects, approximately 200,000 pounds were available annually for subsidizing secondary education.²

The establishment of State aid for secondary education had at least four important effects upon the development of post-primary education. First, it gave a much-needed stimulus to the higher class schools. The general effect of State aid to secondary education is indicated by the fact that between 1892 and 1898 the total number of public and non-public higher class schools inspected increased from 53 to 83,³ or approximately 57 per cent. Between 1886 and 1892 the number of higher class public schools had remained between 21⁴ and 23. Second, the creation of secondary education committees to distribute State aid to secondary schools led to the development of an administrative area sufficiently large to provide for secondary education along more comprehensive and systematic lines than school boards of small parishes were able to do. The secondary committees retained the principle of local administration, led to the gradual definition of relationships between local and central authorities, and laid the foundation for the county as a unit for all local school administration. Third, State aid tended to make the secondary school more democratic because it was usually made on the condition that opportunities for secondary education should be extended to the less well-to-do.⁵ Fourth, post-primary education in the State-aided or primary school was for a time further stimulated by State aid given to secondary education. However, because of the growth of a secondary school system, it perhaps marked the beginning of a decline in emphasis on

¹ Scotch Education Department, *Education (Scotland) Reports*, 1898-99, p. 259.

² John Strong, *op. cit.*, p. 253.

³ Scotch Education Department, *Education (Scotland) Reports*, 1891-92, p. 171; 1897-98, p. 178.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1886-87, p. xxviii; 1892-93, p. xxvii.

⁵ John Strong, *op. cit.*, p. 255.

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the primary school as an institution for post-primary education.

6. GROWTH IN STUDY OF SPECIFIC SUBJECTS

The general extent of the development of the system of specific subjects from 1874 to 1898 is indicated by the number and proportion of departments which presented pupils for examination in the specific subjects and by the number of pupils presented in such subjects in relation to the average number of pupils in attendance in all of the State-inspected schools (annual grant schools after 1885). These data are shown in two-year periods in Table 4. The percentage of departments represented in the examination for specific subjects increased from approximately 37 in 1876, the second full year in which the regulations of the 1873 Code were in effect, to a high point of 58 per cent. in 1886; dropped to approximately 50 two years later, remain-

TABLE 4. TOTAL NUMBER AND PERCENTAGE OF DEPARTMENTS PRESENTING PUPILS IN SPECIFIC SUBJECTS AND TOTAL NUMBER OF PUPILS EXAMINED IN RELATION TO TOTAL AVERAGE ATTENDANCE, 1874-98*

School Year	Total Number			Average Number in Attendance in All Inspected Schools	Percentage	
	Departments in State-inspected Schools	Departments Presenting Pupils in Specific Subjects	Pupils Presented in Specific Subjects		Departments Presenting Pupils in Specific Subjects	Total Number of Pupils Presented in Specific Subjects of the Average Number in Attendance
1873-74 †	2,577	286	4,407	263,748	11 10	1·67
1875-76	3,051	1,119	18,760	329,083	36 67	5·70
1877-78	3,290	1,552	33,777	377,257	47 17	8·95
1879-80	3,377	1,772	50,881	404,618	52·47	12·58
1881-82	3,380	1,863	58,210	421,265	55·12	13·82
1883-84	3,435	1,941	61,429	448,242	56 51	13 70
1885-86 †	3,388	1,972	68,722	483,996	58 21	14·20
1887-88	3,395	1,680	46,883	502,046	49 48	9 33
1889-90	3,405	1,846	51,000	519,738	54 21	9·81
1891-92	3,401	1,696	42,965	549,420	49 87	7 82
1893-94	3,460	1,787	47,332	578,455	51·65	8 18
1895-96	3,533	1,874	50,930	601,518	53 04	8·47
1897-98	3,537	1,893	50,780	618,319	53·52	8 21

* Scotch Education Department, *Education (Scotland) Reports*

† New Scotch Code in operation for part of year.

‡ Data for 1886 and after based upon annual grant list.

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ing between 49 and 54 per cent. until 1898. The number of pupils presented in the specific subjects grew from approximately 19,000 in 1876 to nearly 69,000 in 1886; fell to approximately 47,000 in 1888; and, excepting 1892, ranged irregularly around 50,000. The percentage of the total number of pupils presented in specific subjects of the average number in attendance in all inspected schools increased from 6 in 1876 to 14 in 1886; dropped to 9 in 1888; rose to nearly 10 in 1890; and remained around 8 for the remainder of the period. The sudden drop in the number and proportion of the pupils presented after 1886 was mainly due to changes in the Code of 1886. In it pupils in standard IV were no longer permitted to pursue specific subjects; class subjects were introduced; and English language and literature, the most popular specific subject, was made a class subject. After 1892 the merit certificate and the admission of pupils from the State-aided schools to the leaving certificate examination operated as factors in checking the growth of the specific subjects.¹

Table 5 presents statistics at two-year intervals relative to the total number of the pupils examined in the specific subjects from 1876 to 1898. One striking fact is the increase in the number of subjects. The thirteen subjects included in the Code of 1873 had increased to sixteen in 1886. From 1892 to 1898 the number ranged from twenty to twenty-four subjects. The increase in the number of subjects was due to the allowance of more freedom to managers and teachers in providing specific subjects according to the needs of the local schools and communities. The number of presentations according to subjects shows that, in general, the most popular subjects were English literature (before 1886), mathematics, Latin, French, physical geography until 1890, and domestic economy, a compulsory subject for girls. After 1890 the number of pupils presented in mathematics, and foreign languages, except Greek, increased more rapidly; the number in agriculture increased at first but soon dropped; and the number in shorthand and book-keeping grew.

¹ Scotch Education Department, *Education (Scotland) Reports, 1897-98*, p. 357; 1899-1900, p. 489

TABLE 5. TOTAL NUMBER OF PRESENTATIONS ACCORDING TO SPECIFIC SUBJECTS, 1876-98 *

School Year	English Literature	Mathematics	Latin	Greek	French	German	Physical Geography	Animal Physiology	Botany	Physics			Chemistry	Domestic Economy	Mechanics	Principles of Agriculture	Gaech	Shorthand	Book-keeping	Navigation	Woollen Manufacture	Geology
1875-76	10,000	1,100	3,500	124	1,283	37	8,908	3,607	595	223	103	79	902	78	79							
1876-77	14,391	1,060	3,200	224	2,121	27	13,874	3,607	595	223	103	79	902	78	79							
1877-78	14,391	1,060	3,200	224	2,121	27	13,874	3,607	595	223	103	79	902	78	79							
1878-79	14,391	1,060	3,200	224	2,121	27	13,874	3,607	595	223	103	79	902	78	79							
1879-80	33,220	2,385	5,293	224	2,608	119	13,874	5,004	577	130	106	27	1,006	15,284	27							
1880-81	42,704	3,560	5,682	208	3,909	119	13,009	5,004	577	130	106	27	1,006	15,284	27							
1881-82	43,680	3,560	5,682	208	3,909	119	13,009	5,004	577	130	106	27	1,006	15,284	27							
1882-83	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1883-84	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1884-85	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1885-86	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1886-87	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1887-88	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1888-89	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1889-90	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1890-91	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1891-92	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1892-93	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1893-94	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1894-95	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1895-96	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1896-97	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							
1897-98	51,486	4,470	7,443	330	5,154	485	14,276	4,842	404	171	937	139	384	25,307	32							

* Scotch Education Department, *Education (Scotland) Reports*

† Also Physiology and Ambulances 58, Pysnography 33, Hygiene 21, Commercial Work 7, Physical Science 7, Physics 4

‡ Included Sound

§ Light

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The science subjects, other than physical geography and animal physiology, never attained an important place during the entire period. By 1898 French had become the most popular subject.

TABLE 6. NUMBER AND PERCENTAGE OF PUPILS PRESENTED FOR EXAMINATION IN SPECIFIC SUBJECTS ACCORDING TO THE NUMBER OF SUBJECTS, 1874-98 *

School Year	Number Examined			Total	Percentage Examined		
	One Subject	Two Subjects	Three Subjects		One Subject	Two Subjects	Three Subjects
1873-74	2,399	1,905	103	4,407	54.44	43.23	2.34
1875-76	8,139	9,828	793	18,760	43.38	52.39	4.23
1877-78	12,930	19,297	1,550	33,777	38.28	57.13	4.59
1879-80	17,475	30,828	2,578	50,881	34.34	60.59	5.07
1881-82	19,378	35,034	3,798	58,210	33.29	60.19	6.52
1883-84	20,222	36,358	4,849	61,429	32.92	59.19	7.89
1885-86	24,086	38,586	6,050	68,722	35.05	56.15	8.80
1887-88	26,022	15,499	5,362	46,883	55.50	33.06	11.44
1889-90	27,359	17,410	6,231	51,000	53.65	34.14	12.22
1891-92	25,652	12,718	4,595	42,965	59.70	29.60	10.69
1893-94	28,269	13,832	5,231	47,332	59.73	29.22	11.05
1895-96	28,559	15,800	6,571	50,930	56.08	31.02	12.90
1897-98	27,253	16,234	7,293	50,780	53.67	31.97	14.36

* Scotch Education Department, *Education (Scotland) Reports*

Table 6 shows in two-year periods the distribution of the number and percentage of pupils examined according to the number of specific subjects during the period 1874-98. From 1876 to 1886 the percentage of pupils presented in one subject ranged between approximately 43 and approximately 33; in two subjects, 52 and 61; and in three subjects, 4 and 9. It is clear that a decided change in the distribution took place after 1886 when the first Code under the independent Scotch Education Department was introduced. Before that time the largest proportion of pupils was presented in two subjects, while after 1886 the major portion of the pupils was presented in only one subject. After 1886 the percentage examined in one subject remained between 54 and 60; in two subjects, between 29 and 34; and in three subjects, between 11 and 14. Although the general tendency from 1874 to 1896 was for a larger per-

TABLE 7 NUMBER AND PERCENTAGE OF PUPILS PRESENTED FOR EXAMINATION IN MATHEMATICS, LATIN, AND FRENCH, ACCORDING TO STAGES, 1880-98*

School Year	Mathematics						Latin						French					
	Number			Percentage			Number			Percentage			Number			Percentage		
	Total	First Stage	Second Stage	Third Stage	First Stage	Second Stage	Third Stage	Total	First Stage	Second Stage	Third Stage	First Stage	Second Stage	Third Stage	Total	First Stage	Second Stage	Third Stage
1879-80	2,388	1,713	514	161	71.73	21.52	6.74	5,293	3,598	1,462	733	58.53	27.62	13.85	2,608	1,722	643	243
1880-81	3,360	2,518	683	159	74.94	20.33	4.73	5,682	3,490	1,527	665	61.42	26.87	11.70	3,309	2,289	732	288
1881-82	3,366	2,787	691	188	74.05	19.87	4.63	6,253	3,856	1,710	687	61.67	27.35	10.99	4,026	2,673	1,063	290
1882-83	4,726	3,265	936	249	73.49	20.94	5.37	7,443	4,546	2,005	894	61.06	26.23	12.01	5,154	3,461	1,281	412
1883-84	4,726	3,265	936	249	73.49	20.94	5.37	7,443	4,546	2,005	894	61.06	26.23	12.01	5,154	3,461	1,281	412
1884-85	5,283	3,803	1,142	338	71.82	21.82	6.36	7,359	4,308	2,042	859	61.06	26.23	12.01	5,154	3,461	1,281	412
1885-86	6,803	5,022	1,412	369	73.82	21.82	4.36	9,251	5,338	2,568	1,345	63.35	26.71	10.94	6,716	3,957	1,544	215
1886-87	9,854	7,450	2,108	296	75.60	21.39	2.99	12,409	6,190	2,780	1,439	60.35	26.71	11.96	8,097	4,657	1,785	655
1887-88	11,805	8,443	2,745	617	71.52	23.25	5.23	15,435	7,189	3,439	1,807	60.35	26.71	11.96	10,613	5,457	2,486	1,069
1888-89	13,980	9,917	3,127	936	70.94	22.37	6.70	18,435	7,435	3,439	1,487	60.35	26.71	11.96	12,762	6,306	2,859	1,697
1889-90	15,381	10,523	3,762	1,296	67.54	24.14	8.32	19,523	7,511	3,418	1,594	59.98	27.29	12.73	13,806	5,853	2,589	1,364

* Scotch Education Department, Education (Scotland) Reports

TABLE 8. NUMBER AND PERCENTAGE OF PUPILS PRESENTED FOR EXAMINATION IN DOMESTIC ECONOMY, PHYSICAL GEOGRAPHY, AND ANIMAL PHYSIOLOGY, ACCORDING TO STAGES, 1880-98*

School Year	Domestic Economy						Physical Geography						Animal Physiology					
	Number			Percentage			Number			Percentage			Number			Percentage		
	Total	First Stage	Second Stage	Third Stage	First Stage	Second Stage	Third Stage	Total	First Stage	Second Stage	Third Stage	First Stage	Second Stage	Third Stage	Total	First Stage	Second Stage	Third Stage
1870-80	22,246	10,217	6,288		45.94	28.25	23.84	22,872	6,149	4,433	2,289	47.77	34.44	17.76	5,209	2,705	1,489	925
1881-82	25,769	12,221	8,206		47.45	31.85	16.94	23,009	6,000	4,700	2,309	46.12	36.13	17.75	5,004	2,749	1,467	788
1883-84	26,830	12,804	8,721		47.72	32.50	16.98	23,451	7,043	4,703	2,101	50.86	33.97	15.17	4,881	2,495	1,421	665
1885-86	27,813	13,358	8,377		48.02	30.15	19.38	24,778	7,585	4,759	2,335	51.16	32.88	15.94	4,842	2,710	1,498	634
1887-88	29,008	14,778	8,723		51.00	31.45	21.05	26,805	8,357	4,857	2,685	54.31	28.77	15.72	7,800	4,593	2,579	626
1889-90	30,067	15,957	9,859		53.08	32.36	18.16	28,800	10,356	7,023	2,916	49.31	36.66	14.02	7,804	4,572	2,538	864
1891-92	31,061	16,959	9,877		54.60	31.80	19.36	29,036	10,356	7,023	2,916	49.31	36.66	14.02	8,411	4,572	2,538	864
1893-94	32,072	17,952	10,083		56.00	32.73	20.27	30,036	10,356	7,023	2,916	49.31	36.66	14.02	8,411	4,572	2,538	864
1895-96	33,060	18,950	10,083		57.32	33.57	21.11	31,036	10,356	7,023	2,916	49.31	36.66	14.02	8,411	4,572	2,538	864
1897-98	34,069	19,950	10,083		58.56	34.57	22.01	32,036	10,356	7,023	2,916	49.31	36.66	14.02	8,411	4,572	2,538	864

* Scotch Education Department, Education (Scotland) Reports

centage of pupils to be presented in three subjects, a relatively small proportion of the pupils was ever examined in more than one or two subjects.

The length of time over which a specific subject was studied is indicated by the distribution of the number and percentage of pupils presented according to the three stages. Tables 7 and 8 contain such a distribution in six of the most popular subjects from 1880 to 1898. Table 7 deals with the university subjects—mathematics, Latin, and French; Table 8, with domestic economy, physical geography, and animal physiology. The percentage at the first stage ranged irregularly between 71 and 76 in mathematics, except in 1898; between 59 and 64, in Latin; between 62 and 69, in French; between 44 and 49, in domestic economy; between 46 and 55, in physical geography; and between 41 and 64, in animal physiology until 1894. For the second stage the percentages varied between 19 and 24 in mathematics, 27 and 28 in Latin, 22 and 26 in French, 28 and 39 in domestic economy, 30 and 37 in physical geography, and 27 and 36 in animal physiology until 1894. The range of the percentage of pupils presented in the third stage was 3 to 8 in mathematics, 9 to 14 in Latin, 7 to 11 in French, 17 to 26 in domestic economy, 14 to 18 in physical geography, and 9 to 26 in animal physiology until 1894. The smallest percentage of pupils pursued mathematics through the third year. In the strictly academic group—mathematics, Latin, and French—the percentage at the third stage was smaller than in the three less academic subjects—domestic economy, physical geography, and animal physiology.

7. EVALUATION OF THE SYSTEM OF SPECIFIC SUBJECTS

The system of specific subjects had certain advantages and many disadvantages. It served to continue the tradition of teaching post-primary subjects in the primary schools. Thus it extended the opportunities for university preparation and a certain amount of post-primary education to a larger number of children, particularly in the country districts where it was impossible to develop a system of secondary schools. Some of the large cities, where

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they were able to do without the grant, developed courses, especially in the university subjects, four or five years in length.¹ The higher work also encouraged teachers.

As to the defects, the system of specific subjects encouraged the development of many small units, preventing the organization of schools for efficient instruction. Many teachers were unprepared to offer advanced instruction. The curriculum consisted of scraps of learning in unrelated fields. Three years were not long enough for pupils who remained at school for a longer period because such pupils were required to begin a new set of subjects in order to obtain a grant. However, as has been shown by statistics, the majority of pupils did not pursue subjects more than one or two years. Consequently, little value was received from the subjects. It caused the presentation of whole classes in subjects which were of little benefit to but a minority.² An additional year at school after the passing of the standards, spent "floundering" among specific subjects, did not appeal to practical-minded parents.³ There was no clear line of demarcation between primary and post-primary education. The system tended to hold some pupils in the primary schools who should have gone earlier to a higher class school.⁴ In some cases parents were led into the false belief that their children were receiving an adequate higher education.⁵ It thus tended to retard the organization and development of a system of secondary education.

8. INCREASE IN ENROLLMENT OF PUPILS OVER TWELVE YEARS OF AGE IN STATE-AIDED SCHOOLS

The period between 1872 and 1898 was marked by a rapid growth in the demand for education beyond the

¹ John Strong, *op. cit.*, p. 231.

² Scotch Education Department, *Education (Scotland) Reports*, 1899-1900, p. 490.

³ *Ibid.*, p. 530.

⁴ Lord Balfour of Burleigh (Alexander Hugh Bruce, 6th Baron), "Secondary Education in Scotland," Glasgow Morrison Bros., 1887, p. 25. An Address delivered at the Opening of the Enlargement of the High School of Glasgow, September 30, 1887.

⁵ *Ibid.*

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primary school level and the compulsory school age. The extent of these demands and the general development of post-primary education in the State-aided schools are indicated by the data in Tables 9 and 10. Table 9 shows in two-year periods the estimated total number of pupils aged 12 to 13 and 13 to 14 with the number and percentage of each age-group on the registers of the State-aided schools. The percentage of the 12 to 13 age-group advanced gradually from 44 in 1876 to 77 in 1898, while in the 13 to 14 age-group the percentage on the school registers more than doubled, increasing from 22 to 47.

Table 10 presents in two-year periods the distribution of the number and percentage of pupils over 13 years of age on the registers of the State-aided elementary schools at the end of the year from 1874 to 1898. The number of pupils 13 to 14 years of age increased from 12,800 to 43,695, while the number 14 and over ranged irregularly between 11,734 and 15,096 between 1876 and 1892. The total number of pupils over 13 years more than doubled between 1876 and 1898, from 28,726 to 63,258. The percentage of pupils

TABLE 9. NUMBER AND PERCENTAGE OF PUPILS BETWEEN THE AGES OF 12 AND 13 AND 13 AND 14 ON THE REGISTERS OF STATE-AIDED SCHOOLS, 1876-98 *

School Year	Estimated Total Number Aged 12-13	Number on School Registers Aged 12-13	Estimated Total Number Aged 13-14	Number on School Registers Aged 13-14	Percentage on School Registers	
					Aged 12-13	Aged 13-14
1875-76	78,141	34,180	76,671	16,992	43.74	22.16
1877-78	78,141	42,089	76,671	20,495	53.80	26.70
1879-80	81,093	47,989	79,567	25,419	59.18	31.95
1881-82	81,444	49,390	79,637	26,155	60.64	32.84
1883-84	83,188	50,322	81,342	25,486	60.69	31.33
1885-86 †	84,969	55,815	83,084	30,132	65.69	36.27
1887-88	86,789	60,211	84,863	32,681	69.37	38.51
1889-90	88,647	61,191	86,680	32,693	69.02	37.71
1891-92	91,218	62,942	89,175	32,830	69.00	36.82
1893-94	92,683	66,542	90,607	36,813	71.80	40.63
1895-96	94,171	69,811	92,003	40,569	74.13	44.07
1897-98	95,683	73,546	93,543	43,695	76.86	46.71

* Scotch Education Department, *Education (Scotland) Reports*

† Before 1886 the number of pupils on the registers is based upon the schools inspected, from 1886 to 1898 the data are based on the annual grant list

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aged 13 to 14 on the registers of the State-aided schools increased slowly from almost 4 in 1874 to 6 in 1898. The percentage of pupils on the registers over 13 years of age increased with one or two exceptions from almost 7 in 1874

TABLE 10 NUMBER AND PERCENTAGE OF PUPILS OVER 13 YEARS OF AGE ON THE REGISTERS OF THE STATE-AIDED ELEMENTARY SCHOOLS AT THE END OF THE YEAR, 1874-98 *

School Year	Number					Percentage				
	13 and under 14	14 and over	14 and under 15	15 and over	Total above 13	13 and under 14	14 and over	14 and under 15	15 and over	Total above 13
1873-74	12,800	9,756			22,556	3 72	2 83			6 55
1875-76	16,992	11,734			28,726	3 92	2 70			6 62
1877-78	20,495	13,046			33,541	4 14	2 64			6 78
1879-80	25,410	14,868			40,278	4 76	2 78			7 54
1881-82	26,155	14,254			40,409	4 71	2 57			7 28
1883-84	25,486	12,917			38,403	4 33	2 20			6 53
1885-86†	30,132	13,687			43,819	4 82	2 19			7 01
1887-88	32,681	15,096			47,777	5 03	2 32			7 36
1889-90	32,693	14,817			47,510	4 85	2 20			7 05
1891-92	32,830	14,165			46,995	4 82	2 08			6 90
1893-94	36,813		11,670	4,608	53,091	5 26		1 67	0 66	7 59
1895-96	40,569		13,471	5,615	59,655	5 64		1 87	0 78	8 29
1897-98	43,695		13,453	6,110	63,258	5 96		1 83	0 83	8 62

* Scotch Education Department, *Education (Scotland) Reports*

† Beginning with 1886 the data on the number of pupils are based upon the schools on the annual grant list, not upon the schools actually inspected as in the case of the data from 1874 to 1885

to approximately 9 in 1898. The growth in the number and percentage of pupils 12 years of age and over, and particularly of 13 years of age, was striking because no child was compelled to attend school after 13 and might be exempted by examination before 13. Furthermore, in considering the percentages of these age-groups on the school registers, it should be remembered that the total average number of pupils in attendance in the State-aided schools increased for those inspected from 263,748 to 448,242 between 1874 and 1884 and that, based on all schools on the annual grant list, the number grew steadily from 483,996 in 1886 to 618,369 in 1898.¹

An impetus was given to enrollment and attendance in the post-primary departments of the State-aided elementary schools after 1889 by the gradual introduction of free

¹ See Table 4, p. 58.

education.¹ In 1889 fees for all pupils below standard IV, with some exceptions, were abolished and a partial remission of fees was made to pupils in standards IV and V. The following year the pupils in standards IV and V were completely relieved of fees. In 1891 the regulations were revised, substituting the age-range 5 to 14 for the previous standard limit, and in the Code for 1894 the age-range was extended to include children between 3 and 15 years of age.

9. SUMMARY

1. The Education (Scotland) Act of 1872 laid the administrative foundation for a rapid expansion of education in the State-aided elementary schools between 1872 and 1898. Although the higher class public schools were included in the Act and higher class non-public schools were permitted, the State-aided elementary schools were placed in a dominant financial position, even in post-primary education.

2. The parish school tradition of primary and post-primary education in the same school, enjoined by the 1872 Act, was continued by the system of specific subjects. As a cheap means of providing post-primary education for more children the school boards developed higher departments in the State-aided schools.

3. The introduction of the merit certificate in 1892 proved an advanced step in the development of post-primary education in the State-aided elementary schools.

4. After 1885 more attention was given to the extension and improvement of secondary education in the higher class schools. The institution of the leaving certificate in 1888 and the development of direct State aid to these schools after 1892 established the ground work for the development of the traditional type of secondary education. The post-primary work of the State-aided schools was stimulated, at least for a number of years after 1892, by the admission of candidates to the leaving certificate examination in 1892 and by sharing in the "Equivalent

¹ Scotch Education Department, *Education (Scotland) Reports*, 1898-99, p. xviii.

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Grant " for secondary education. Between 1892 and 1898 the number of higher class schools inspected annually by the Department increased from 53 to 83, while the number of State-aided schools represented in the examination for specific subjects grew from 1696 to 1893.

5. In 1898, 1,893, or 53.52 per cent., of the State-aided elementary schools presented 50,780 pupils in the examination for specific subjects, and 322 State-aided elementary schools presented 11,240 candidates in the leaving certificate examination, while 76 higher class schools were represented by 5,022 candidates.

6. During the period 1872-98 the most popular academic subjects were mathematics, Latin, and French. With the exception of physical geography until 1890 and domestic economy, a required subject for girls, no science or practical subject attained a prominent position as a specific subject.

7. In mathematics, Latin, and French the majority of pupils devoted only a year to the study of each subject, a small proportion two years, and a very minor proportion three years. The percentage of pupils who pursued the study of such subjects as domestic economy, physical geography, and animal physiology, two and three years was not high, but considerably higher than in the academic subjects, as mathematics, Latin, and French.

8. While attention was being directed to the development of elementary education, the system of specific subjects aided in keeping open the road to the universities for the very capable boys in the rural districts and the capable but poor boys in the larger towns and urban districts, and extended the school life of the majority of pupils.

9. On the negative side, the system of specific subjects retarded the organization of a system of secondary education and encouraged the short-time study of unrelated subjects.

10. The Education (Scotland) Act was followed by a rapid development of education in the State-aided schools. The total average attendance in such schools inspected by the Department increased from 263,748 in 1874 to 448,242 in 1884, while the average number based on all primary schools on the annual grant list grew from 483,996 in 1886 to 618,369 in 1898. Of the estimated total number of

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pupils in the age-groups 12 to 13 and 13 to 14, the percentage enrolled in the schools, mostly State-aided elementary schools, increased between 1876 and 1898 from 44 to 77 and 22 to 47, respectively. In 1898 there were 63,258 pupils over 13 years of age in the State-aided elementary schools. This number represented 8.62 per cent. of the greatly expanded primary school enrollment.

Chapter IV

ADVANCED DEPARTMENTS AND SUPPLEMENTARY COURSES, 1898-1918

By 1898 the Scotch Education Department was in a position to develop a complete and well-articulated system of national education from the standpoint of both administration and the curriculum. The transfer, in April of that year, of the administration of the Science and Arts grants to the Department placed it in general superintendence over the entire field of Scottish education, with the exception of the universities.¹ It had direct control over the State-aided elementary schools, and through the administration of two important secondary education grants and the leaving certificate examination, it had come to exercise considerable indirect control over the higher class schools.²

During the next decade the Department was active in attacking the problems in post-primary education. Instead of deciding to develop a higher class school system to take care of the increased demand for post-primary education, it adopted the policy of developing a system of post-primary education in the State-aided elementary schools, based upon a primary education ending about twelve years of age as a common foundation. Consequently, the "end-on" conception of post-primary education was established in Scotland. According to McClelland, it was no "mere upthrust or sidethrust from 'elementary education' into the domain of secondary education," but the result of the natural evolution of a national system along the line of a

¹ Scotch Education Department, *A Selection of Circular Letters of the Scotch Education Department, 1898-1904, with Explanatory Memorandum, 1904*, p. 3.

² John Strong, *A History of Secondary Education in Scotland*, Oxford: The University Press, 1909, p. 257.

century-old tradition.¹ The Department's decision, which resulted in the development of a linear or ladder system of education, conformed with deep-seated traditions in Scottish education and with the geographical factors—irregular and mountainous nature and a scattered population.² The Department was also in a much stronger position, from both an administrative and a financial standpoint, to promote post-primary education in the State-aided schools than in the higher class or secondary schools. Furthermore, when the post-primary system was well established in the State-aided schools, the Department was able to develop a certain unity between them and the higher class schools.

In the development of post-primary education in the State-aided schools the Department made several significant changes between 1898 and 1903. It worked out a "break" at about twelve years of age between primary and post-primary education; reorganized post-primary education in the State-aided elementary schools in 1898 and again in 1903; and created the higher grade school system under the regulations of the primary school Code in 1898 and modified it in 1903. The institution of these changes and the developments which followed along two parallel lines between 1898 and 1918 will be treated in this Chapter and Chapter V—the State-aided school in this Chapter and the higher grade school, including intermediate education after 1906, in Chapter V.³

I. THE "BREAK" AT TWELVE

Between 1898 and 1903 a much-needed line of demarcation, a "break" at about the age of twelve, was made between

¹ William McClelland, "Secondary Education in Scotland—History and Traditions," *The Year Book of Education* (Lord Eustace Percy, Editor-in-Chief), Vol. III, p. 521, London: Evans Brothers, Ltd., 1934.

² *Ibid.*, p. 521.

³ The higher grade school was State-aided and governed by the regulations of the primary school Code. The State-aided elementary school was so designated in the 1872 Act and is used in this Chapter to indicate a primary school in which post-primary education was offered to pupils who intended to spend a short time in school beyond the primary level.

primary and post-primary education. In the Code for 1898 the age qualification for the merit certificate was lowered from thirteen to twelve and the requirements regarding the specific subjects were discontinued.¹ In the Code for 1899 the list of primary school subjects was completed by the recognition of drawing; a normal curriculum for the primary school was defined²; and the merit certificate examination was made to apply to reading, writing, and arithmetic.³ The merit certificate thus served to make and to define the dividing line between primary and post-primary education. It became, in effect, not only the leaving certificate of the primary school, but also a proof of fitness to enter upon a post-primary course.⁴

The "break" at twelve between primary and post-primary education, firmly established in 1903 when the qualifying examination was substituted for the qualifying function of the merit certificate, resulted in an improved organization of education beyond the qualifying stage.⁵ In the first place, it made transfer of pupils at an earlier age possible. Pupils who desired to pursue the study of foreign languages and mathematics were enabled to begin at an earlier age. Such pupils could also be transferred more easily to the higher grade and higher class schools. In the second place, for the pupils who would leave school at fourteen years of age to enter upon an occupation, the "break" at about twelve permitted the development of a more practical curriculum, a type of curriculum better suited to their needs. In the third place, by increasing the length of the post-primary school period and the number of pupils in the State-aided schools, better and more efficient organization was made possible in these schools.

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1898, Article 29.

² Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 6.

³ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1899, Article 29.

⁴ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 26.

⁵ Scotch Education Department, *Education (Scotland) Reports*, 1902-03, p. 15.

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2. THE QUALIFYING EXAMINATION

The qualifying examination, instituted in the reorganization of 1903, was a written, non-certificate examination for which pupils of the primary school were presented at about the age of twelve. Its purposes were to show that pupils had completed satisfactorily the primary school curriculum and to guarantee their fitness to enter upon a course of post-primary education. The regulations relative to the presentation of candidates for the qualifying examination were outlined in Article 29 of the Code of 1903 in the following words :

“ A scholar who in the ordinary course of school promotion has been placed in the highest class of the Senior Division of the School, and has been in regular attendance at that class for not less than six months, upon being certified by the teacher of the class and by the headmaster of the school to be of good proficiency in the work of the class, may be presented to the Inspector for approval of his enrolment in supplementary courses (Article 21) or Higher Grade Departments (Chapter IX) and the Inspector may, if he is satisfied that the work of the class shows sufficient advancement, and after such examination of individual candidates as he may think fit, authorise such enrolment for the purpose of the award of a grant under Article 21 or Chapter IX, from the 1st of August following.”¹

The requirements which candidates for the qualifying examination were expected to fulfil were also indicated in Article 29. Pupils presented were required to pass a written test which was designed to demonstrate their ability to read at sight, to write, to answer questions on the subject-matter, to give the four rules of arithmetic, and to show that they were reasonably proficient in the other subjects of the approved scheme of work of the class.

The qualifying examination served as a considerable hurdle over which pupils, upon the completion of the primary school curriculum, had to pass to entitle them to

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1903, Article 29.

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post-primary education in the State-aided elementary and higher grade schools. Commenting on the qualifying function of the old merit certificate examination, *The Educational News* made the following statement immediately after the Department's proposal was presented in *Circular* 374 :

"Both school managers and teachers have always affirmed that, instead of being a passport to the entrance into Higher Grade Schools and Advanced Departments, it was in reality a barrier of varying difficulty, which vexatiously and needlessly excluded pupils from higher work in the school." ¹

The Scottish Education Reform Committee, composed of representatives of the three great educational associations of the country, commented in 1917 on the qualifying examination as a barrier. "It is an examination for avoiding or rather for restricting the award of public money. It is, in short, a bar set up by the Treasury and has no educational *raison d'être*." ²

The total number of pupils who qualified and the percentage of pupils in average attendance in the primary schools each year from 1903 to 1919 are presented in Table 11. The total number of pupils who were approved for entrance to post-primary education courses practically doubled during the decade, 1903-12, from 31,638 to 62,117; rose rapidly to 71,015 in 1916: and declined irregularly to

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figure for the first time in 1915. *The Educational News* stated in 1915 that the number of pupils who failed to qualify was cause for "grave disappointment"; that in some schools 30 per cent. of the candidates were unable

TABLE II. TOTAL NUMBER OF PUPILS WHO PASSED THE QUALIFYING EXAMINATION IN RELATION TO THE AVERAGE NUMBER IN ATTENDANCE IN ALL PRIMARY SCHOOLS ON THE ANNUAL GRANT LIST, 1903-19 *

School Year	Average Number in Attendance in All Primary Schools	Total Number of Pupils Qualified	Percentage of the Total Number Qualified of the Average Number in Attendance
1902-03	664,741	31,638	4 76
1903-04	672,162	42,327	6 30
1904-05	681,873	43,438	6 37
1905-06	688,912	48,841	7 09
1906-07	692,761	54,715	7 90
1907-08	692,144	55,741	8 05
1908-09	705,126	57,234	8 12
1909-10	719,122	60,683	8 44
1910-11	731,905	59,406	8 12
1911-12	733,792	62,117	8 47
1912-13	729,089	66,728	9 15
1913-14	728,270	68,076	9 35
1914-15	725,464	71,379	9 84
1915-16	716,235	71,915	10 04
1916-17	714,527	71,040	9 94
1917-18	712,690	71,343	10 01
1918-19	694,016	68,523	9 87

* Scotch Education Department, *Education (Scotland) Reports*

to qualify, while many qualified so late as to make further school attendance negligible.¹ A chief inspector said in his report for 1920 that only about 25 per cent. of all school children in Scotland were able at or before the age of twelve to reach the qualifying standard required by the Code, and that perhaps another 25 per cent. of the pupils were unable to reach this standard even at fourteen years of age.²

The qualifying examination not only served as a barrier to promotion from the primary school, but it also had harmful effects on the primary school. The Scottish Education

¹ "The Unqualified Pupil" (Leader), *The Educational News*, Vol XL, July 16, 1915, pp. 487-88

² Scottish Education Department, *Education (Scotland) Reports*, 1920-21, B, pp. 38-39.

Reform Committee pointed out that the qualifying examination was the "sole survivor of the old vicious system of payment by results as tested by external examination"; that it had no place in the education of the child; and that, if teachers were qualified to promote pupils from stage to stage below eleven and again from thirteen to fifteen, there could be no sound educational reason not to trust them "to advance pupils with equal judgment at 12 years of age."¹ According to a former chief inspector of schools in Scotland, the last three years of the primary school were devoted largely to an increasingly strenuous preparation for the written test, usually in English and arithmetic. Unsuccessful pupils usually prepared anew and made another attempt to pass the examination. Many of them continued this monotonous process until they reached the age of fourteen plus when they left to escape the "grind" and the school.²

Furthermore, supplementary classes were adversely affected by the operation of the qualifying examination. The lowest one-fourth left school without having had an opportunity to continue their education in these classes or in a higher grade school. These pupils were those who perhaps most needed the practical work which the supplementary curriculum emphasized. The other pupils had from a few months to less than two years in a supplementary course, the length of time varying according to the age after twelve at which they qualified. Sometimes pupils capable of passing the test were not presented because they were too near the date fixed when they could legally withdraw from school. The short time which many children had to spend in the supplementary courses not only prevented a large percentage of pupils from obtaining the merit certificate, but it also lowered almost to the vanishing point the intellectual advantages to be derived from them. Late presentation for and passing of the qualifying examination also had an unfavorable effect upon the morale of the pupils. They knew that they would not

¹ *Report of the Scottish Education Reform Committee, 1917*, p. 46

² J. M. Wattie, "Scotland Elementary Education," *The Year Book of Education*, Vol. I, 1932, p. 163.

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remain in a supplementary class much more than a year, if that much, and were not likely to be seriously interested in school work. Teachers were apt to recognize tacitly that little value could be derived from a curtailed supplementary course and to restrict such pupils to mere routine work. Under such circumstances they were likely to become mere "school waifs" until the time for leaving school arrived.¹

3. ADVANCED DEPARTMENTS

The Code for 1899 provided for a reorganization of the post-primary education offered in the State-aided elementary schools. Advanced departments, based largely upon the work formerly given under the table of specific subjects, were instituted for pupils who after having qualified for post-primary education by obtaining the merit certificate planned to leave school at thirteen years of age, the end of the compulsory school period.² The important aims of the curriculum were to supplement, to deepen, and to broaden the instruction received in the elementary subjects, and to give them a practical bias in terms of the probable future occupations of the pupils. The curriculum for each school had to be especially approved by the Department. To receive approval it had to provide for adequate instruction in English, geography, history, arithmetic, and, as a rule, drawing. In addition, the approved curriculum had to include such other subjects—languages, mathematics, and science—as the Department determined, having considered the circumstances of the school. Teachers in each subject had to be properly qualified. A normal grant of fifty shillings, based upon the average attendance of pupils in such classes of not more than forty, was provided.³

On account of the extension of the compulsory school

¹ Scotch Education Department, *Education (Scotland) Reports, 1909-10*, D, pp. 35-36.

² Scotch Education Department, *A Selection of Circular Letters, 1898-1904*, p. 9.

³ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices, 1899*, Article 21.

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age, the advanced departments were short-lived. According to the Education (Scotland) Act of 1901, the legal school-leaving age was raised from thirteen to fourteen and the employment of children under twelve years of age, or between twelve and fourteen unless exempted, was prohibited. Exemption by examination¹ was abolished, but school boards were empowered, after due inquiry, to exempt children between twelve and fourteen years of age from school attendance and to set up conditions as to the amount and manner of further attendance of such pupils.²

The outstanding effect of this Act, which became operative January 1, 1902, was to extend from one year to two years the period of post-primary education for children who were able to obtain the merit certificate at the normal age of twelve years. It also resulted in a rapid increase in the enrollment of pupils in the thirteen-to-fourteen age-group and in an increase in the total number of pupils above twelve years of age for which provision for post-primary education had to be made. These changes necessitated important modifications in the organization of post-primary education in the State-aided schools.

4. SUPPLEMENTARY COURSES—PURPOSE, AIMS, AND CURRICULUM

The Department's reorganization plans were presented in *Circular 374*, February 16, 1903. It took the position that beyond the qualifying stage there were two sets of pupils whose needs and interests were different.³ On the one hand, there was the majority group of pupils who would spend a relatively short time in school after qualifying because they would withdraw to work as soon as the minimum compulsory age, fourteen under normal circumstances, was reached. On the other hand, there was a minority group composed of the few exceptional pupils who would continue in a post-primary course long enough to take the full traditional secondary course.

¹ *Education (Scotland) Act, 1901* (1 Edw. 7, ch. 9), Sections 1 and 2.

² *Ibid.*, Section 3

³ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 37.

For the majority group it was felt that such secondary subjects, as foreign languages or geometry deductively treated, were inappropriate because they demanded previous preparation and a longer period of study for effective results than these children could possibly devote to them.¹ The curriculum for the majority group of post-primary pupils should not be dictated by the special requirements of the minority group who planned to pursue a regular course of secondary education. Consequently, they were to have a curriculum specially adapted to their needs and circumstances. In the case of the minority group, the exceptional pupils who desired to pursue the regular secondary subjects, especially the foreign languages, the Department recommended that, wherever possible, they should be transferred before twelve years of age to schools in which those subjects regularly occupied an important place in the curriculum.² Such transfers could usually be made with little difficulty in the towns and well-populated areas. In rural districts and places where transfers were difficult or impossible, it was stated that there was no desire to limit the freedom of instruction, provided that the needs of the majority of the pupils were not sacrificed to the demands of one or two exceptional pupils. The aims of the curriculum, designated as supplementary courses, for the majority group of pupils who after qualifying planned to discontinue school attendance at fourteen years of age to begin work were: (1) To continue the studies previously pursued in the primary school; (2) to increase the interest in and the value of previous studies by emphasizing their practical meaning in relation to the occupations in which these pupils were likely to engage; (3) to further the development of the good citizenship aim of all school work; and (4) to prepare further pupils for the rational enjoyment of leisure.³

In line with these aims a course of general education common to all courses and four differentiated courses were outlined. The general courses included: (1) English; (2) the proper care of the body, including the value of exer-

¹ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 37.

² *Ibid.*, p. 38.

³ *Ibid.*, p. 7; pp. 37-38.

cise and pure air, the proper selection of food, and methods of preventing the spread of disease; (3) information pertaining to the pupils' governmental institutions, the conditions of trade and employment and the history and growth of the Empire and the colonies. The four special courses were: (1) a Commercial Course to prepare pupils for commercial pursuits; (2) an Industrial Course to prepare boys for normal trade occupations; (3) a Course for Rural Life; and (4) a Household Management Course to equip girls for domestic duties. The outlines of instruction for the special courses were general in nature and were not intended to prevent managers and teachers from proposing courses which they considered better suited to their special circumstances, or from suggesting changes in the courses set up by the Department.¹

5. REGULATIONS GOVERNING THE SUPPLEMENTARY COURSES AND GENERAL METHOD OF TEACHING THEM

In accordance with the principles discussed in *Circular* 374, the Code of March, 1903, established supplementary courses. At the same time advanced departments were abolished, the large ones, if qualified, being given the opportunity to become higher grade schools.² Pupils had to pass the qualifying examination to be eligible for enrollment; be taught singly or collectively in classes of not more than forty; follow courses of general education summarized in the Fifth Schedule of the Code and, in addition, one of the supplementary courses—commercial, industrial, rural, and household management—outlined in the Sixth Schedule, or an alternative scheme specifically submitted to and approved by the inspector. The normal grant was fifty shillings based on the average attendance of such pupils over twelve years of age. Grants were also offered for such pupils who took approved practical courses—experimental science and manual arts for boys, cookery, laundry work, dressmaking, or practical household economy for girls.³

¹ Scotch Education Department, *A Selection of Circular Letters*, 1898–1904, pp. 38–39

² *Ibid.*, p. 7.

³ Scotch Education Department, *Education (Scotland) Reports*, 1902–03, pp. 163–65.

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The general method, which the Department strongly recommended for teaching pupils in the supplementary courses, was individual study under guidance. This method was considered more appropriate for these courses than class teaching for two reasons. First, it was impractical for one teacher in the small rural school to teach in classes the small number of pupils who had reached the qualifying stage. Second, the individual supervised method was thought to be more effective in developing habits of initiative, independence, and responsibility, qualities needed by pupils who were to become more or less independent at the age of fourteen.¹ Relative to the special instruction to be given in the different supplementary courses, it was stated that an attempt should be made to make pupils more intelligent regarding occupations, not to develop specialized practice for any particular occupation.²

6. REVISED REGULATIONS PERTAINING TO THE MERIT CERTIFICATE

The reorganization plans in 1903 also included a modification of the regulations governing the award of the merit certificate. The qualifying examination was introduced to replace the qualifying function of the merit certificate, and the merit certificate was continued to mark the end of the primary school course. It was, hereafter, to be granted to any pupil who pursued a supplementary course for not less than one year. The head master had to certify that the candidate was of good character and conduct, and the inspector had to be satisfied that he had made good progress in the subjects of the approved curriculum.³

7. POST-PRIMARY SCHOOLS ACCORDING TO FUNCTION

The establishment of the supplementary classes to be taught in different schools wherever possible marked the beginning of a definite policy, implied in the reorganization

¹ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 40.

² *Ibid.*, p. 40.

³ Scotch Education Department, *Code of Regulations for Day Schools in Scotland*, 1903, Article 29.

in 1898, to develop post-primary education in schools according to their separate functions. This was made clear in *Circular* 374 in 1903 in the following words :

“ My Lords are of opinion, from a careful consideration of the facts, that the tendency—not confined to any one class of school—to make one and the same school with one and the same staff serve many different functions is the weak point of educational organisation in Scotland as compared with that of other countries, with which, in other respects, Scotland might justly challenge comparison, and they are satisfied that increasing division of function as between different types of schools is an essential condition of further educational progress. This division of function . . . does not necessarily imply a distinction of higher and lower, but simply a difference of aim and purpose with a corresponding difference in the subjects of instruction.”¹

Consequently, post-primary education, based on the standard of primary education guaranteed by the qualifying examination, developed along three parallel lines—three types of schools with purposes and curricula somewhat different. The supplementary courses were for the majority group of pupils who left school at fourteen ; the higher grade school existed for pupils who remained in school until sixteen years of age, sometimes to the leaving certificate stage ; and the higher class school was intended for pupils who continued in school long enough to prepare for the leaving certificate examination and university entrance at about eighteen years of age.

8. REACTION TO INSTITUTION OF SUPPLEMENTARY COURSES

The Department's proposals to institute the supplementary courses were received with a storm of criticism from all quarters,² much of which continued throughout

¹ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, pp 37-38.

² “ Circular 374—Supplementary Courses ” (Leader), *The Educational News*, Vol. XXIX, January 2, 1904, p. 22.

their existence. Professor Laurie, rural teachers, and *The Educational News*, the official organ of the Educational Institute of Scotland, condemned them, while parents and pupils looked upon them as inferior to the higher grade and higher class schools. Laurie argued that in the rural schools the board and teachers would be deprived of all initiative and independence and that one or the other of the supplementary courses would be imposed upon the primary school. He maintained that Latin, French, and mathematics would cease to be included in the curriculum of the rural schools because all of the time would be required for supplementary courses; that the traditional bridge over which many poor country boys had passed into the universities and into a profession would be broken down; that university graduates would not be attracted to the country schools; and that Clause 67 of the Education (Scotland) Act of 1872, which guaranteed higher education in the State-aided school, would be ignored by the Department. He also condemned the vocational bias of the supplementary courses with the required early specialization.¹

The criticism which was perhaps the most fundamental had to do with specialization and occupational bias of the special supplementary courses. It seemed to be agreed that twelve years of age was too young for specialization. *The Educational News* pointed out that parents were presumed to be able to settle definitely the occupations, commercial or industrial, which their children would follow in after-school life; that, even granting much in common in the supplementary courses, there was still sufficient difference in them to justify a special label being attached to each of the four courses.² With regard to the rural school and the rural course, it charged the "code-makers" with ignoring the country and stated that, if the purpose of the rural supplementary course were to encourage children to remain on the farm, the policy should be strongly opposed by every true Scotsman as unfair to the children, bad for

¹ S. S. Laurie, "The Code in 1903 and Freedom in Education," *The Educational News*, Vol. XXVIII, June 6, 1903, pp. 427-31.

² "Division of Function" (Leader), *The Educational News*, Vol. XXVIII, February 28, 1903, pp. 167-68.

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the country and Empire, and foreign to the traditional ambition to equip a "lad o' pairts" for any sphere, let it be rural or urban.¹ "The public school is not the place for specialisation. What is wanted there is the broad basis of a thoroughly sound elementary education"² MacGillivray stated that the supplementary courses represented, if not a surrender at least a concession, to the demand for vocational education, and that until the age of fifteen the aim should be to broaden and to deepen the basis of general education.³ In the opinion of Smith, the children who could not or would not attend the higher grade school had to be satisfied to become "hewers of wood and drawers of water" to their more favored contemporaries, even though they had demonstrated that they were among the élite by passing the qualifying examination at eleven or eleven and one-half years of age.⁴

9. SUPPLEMENTARY COURSES AND CENTRALIZATION

Local authorities were faced with a problem of considerable magnitude in the organization and staffing of the supplementary courses. The number of pupils between thirteen and fourteen years of age had increased considerably. The policy of developing separate curricula and separate schools made the organization of post-primary education more difficult. In addition to providing increased accommodation the local boards in the urban centers and large towns had to organize the supplementary classes to prevent undue duplication and overlapping. In the small areas the school boards had the task of providing equipment for the practical subjects and a qualified staff sufficiently large to handle effectively the supplementary courses, especially the practical instruction for a few pupils,

¹ "Rural Schools and Rural Courses" (Leader), *The Educational News*, Vol. XXVIII, April 4, 1903, pp. 271-72.

² "Division of Function" (Leader), *The Educational News*, Vol. XXVIII, February 28, 1903, pp. 167-68.

³ Twelve Scottish Educationists (John Clarke, Editor), *Problems of National Education*, London: Macmillan & Co., Ltd., 1919, pp. 18-19.

⁴ Rev. John Smith, *Broken Links in Scottish Education*, London: James Nisbet & Co., Ltd., 1913, p. 73.

in addition to the primary curriculum for the majority of pupils. One teacher was expected to take care of the instruction of the pupils in both curricula in a large number of schools in the country districts.

To make the supplementary classes more effective and more economical, some type of centralization became necessary. The Department encouraged local authorities, wherever possible, to centralize these classes¹ as a means to more efficient organization. Centers for supplementary classes were established in Glasgow,² Inverness, and Arbroath. In Perth City all supplementary pupils were put in one school.³ An inspector in the Southern division, including Edinburgh, reported that the apparent tendency was toward too little differentiation of schools for supplementary classes. His policy of assigning certain courses to certain schools met with some objections from parents, children, and teachers.⁴ Dundee and other cities gradually began to centralize supplementary classes.⁵

Centralization became, and has continued to be, a difficult problem and a live topic of discussion. A number of arguments were advanced for and against⁶ centralization of the supplementary classes. On the one hand, it was more economical because fewer teachers were required, and laboratories, workshops, and equipment necessitated by the practical courses could be provided at less cost. Transfer to a different school made for a fresh interest and keener rivalry on the part of pupils. It was conducive to better organization and better grading and classification of pupils. It was possible to develop more extended and progressive courses of instruction and to offer a wider range of choice

¹ Scotch Education Department, *A Selection of Circular Letters*, 1898-1904, p. 42.

² Scotch Education Department, *Education (Scotland) Reports*, 1903-04, pp. 252 and 279.

³ Scotch Education Department, *Education (Scotland) Reports*, 1904-05, pp. 371-75.

⁴ *Ibid.*, pp. 371-75.

⁵ Scotch Education Department, *Education (Scotland) Reports*, 1911-12, D, p. 35; 1912-13, D, pp. 34-35.

⁶ Scotch Education Department, *Education (Scotland) Reports*, 1913-14, C, pp. 36-38.

of practical subjects. More efficient instruction could be secured. Better qualified teachers could be provided, especially in the practical and technical subjects, and specialization of teaching was permitted. It increased the prestige of the supplementary courses and tended to develop a closer connection between the supplementary classes and the continuation classes.

On the other hand, centralization of the supplementary courses was opposed in a number of quarters.¹ Head masters of schools which were not the central schools selected for supplementary courses felt that their status had been lowered. With such a feeling, according to an inspector, there was a danger of insufficient cooperation to make the plan work smoothly and effectively, even to the extent of operating to reduce the percentage of pupils leaving school without the merit certificate. Teachers were not highly favorable to giving up their older pupils, especially the more capable ones, who went to the central schools. Parents also objected to their children being transferred. The pupils sometimes disliked to break their old school ties for new ones which would last for a short time. The period of time in the central school was likely to be too brief for teachers to get to know their pupils and to develop much school morale. There was the danger of too little individual work and too much class teaching in large central schools. There was the possibility, too, that centralization would deprive backward pupils, who were unable to qualify at all or until almost fourteen years of age, of the opportunities of practical instruction, a thing which they especially needed.²

Centralization was obviously less difficult and more successful in the urban areas than in the small towns and in the country districts. There were four obstacles to centralization outside of the large centers of population. First, the scattered nature of the population in the country districts made it difficult to centralize the supplementary classes. The small and scattered number of pupils between

¹ Scotch Education Department, *Education (Scotland) Reports*, 1908-09, B, pp. 41-43.

² Scotch Education Department, *Education (Scotland) Reports*, 1913-14, C, p. 37.

twelve and fourteen years of age and poor roads made it both difficult and expensive. In some cases it was impossible to take the pupils to supplementary centers and post-primary education had to be made available to them in their local primary schools.

The second difficulty in the centralization of the supplementary classes in the country districts and small towns was due to the nature and size of the unit for the organization and administration of education. In 1911, for the small country of Scotland, there were 967 local school board districts. Of this number, 397, or 41 per cent., had a population of less than 1,000; 253, or 26 per cent., more than 1,000 and less than 2,000; 246, or 25 per cent., more than 2,000 and less than 10,000; and 71, or 7 per cent., had more than 10,000 inhabitants.¹ Fourteen of the districts were partly in one county and partly in another county, while one district had parts in three counties. Furthermore, these boards were restricted to the management of the primary schools. Consequently, there were many small schools with very few pupils beyond the qualifying stage. Under such circumstances it was impossible to offer an effective curriculum, to provide adequate staff, or to make the necessary provision for practical instruction. The cost for each school was too great for the number of pupils involved. The large number of local persons engaged in the local administration of one class of schools was not conducive to the efficient development of plans of reorganization. The existence of a large number of separate school boards especially prevented centralization in the more thickly populated areas. The Education (Scotland) Act of 1908, permitting school boards to combine for various purposes, partly relieved this situation. However, little evidence has been recorded as to the extent school boards availed themselves of this opportunity.

Highly developed local patriotism was a third factor which tended to retard the movement toward centralization.² Each city, parish, locality, and especially each

¹ *Report on the Twelfth Decennial Census of Scotland, 1911*, Vol. II, p. xviii.

² John Clarke, *Short Studies in Education in Scotland*, London: Longmans, Green, & Co., 1904, pp. 90-91.

village, took great pride in its own institutions and its own products, particularly in the schools and their products. In such a climate of opinion the school board was not likely to promote any plan which required a local school to discontinue work which it had been accustomed to doing. The people of the various communities still held to the old parish school tradition of offering in the primary school, if they desired, a secondary curriculum of university subjects for capable pupils. They, consequently, were reluctant to transfer pupils to special centers in which the supplementary course, with its emphasis on practical instruction, was not in accordance with their conception of post-primary education.

The fourth hindrance to the progress of centralization of supplementary classes in the country areas was the traditional attitude of Scotsmen toward home life and home influence. The Scottish people have always valued home life, both sentimentally and educationally.¹ They have attached considerable worth to character and have realized that childhood is an impressionable age during which the home has a powerful influence upon character development. They have desired to keep their children at home until they have developed sufficient moral fiber to safeguard them against idleness and temptations. It was sometimes difficult to arrange for board and supervision away from home. Twelve or even fourteen was considered too young for children to live away from home. Consequently, parents preferred that their children remain at their local school as long as possible, as they had for centuries done.

10. EDUCATION (SCOTLAND) ACT, 1908, AND SUPPLEMENTARY COURSES

Although the Education (Scotland) Act of 1908 made no fundamental change in the organization and management of the supplementary courses, some of its provisions directly and indirectly affected their development.

In the first place, the provisions for compulsory attend-

¹ John Clarke, *Short Studies in Education in Scotland*, London: Longmans, Green, & Co., 1904, p. 112.

ance were amended in such a manner as to increase attendance. Power, with the approval of the Department, was conferred upon school boards to prescribe for each year two or more dates at which pupils might enter or leave school. Pupils had to be enrolled on the prescribed date next succeeding the fifth anniversary of their birth and had to remain in school, unless exempted by the board after twelve years of age, until the prescribed date next following their fourteenth birthday.¹

In the second place, it was made lawful for a school board, if it thought fit, to combine with one or more school boards and to pay out of the school fund expenditures incurred in providing any form of education or instruction which might from time to time be sanctioned by any Code or Minute of the Department.² School boards might unite for the purpose of increasing the educational opportunities of children in the outlying parts of the districts. They might provide means of transportation, or pay the travelling expenses of pupils or teachers to and from their homes, or bear the cost of lodging pupils in convenient proximity to a school. Secondary Education Committees were legalized and their powers and duties somewhat modified.³ These administrative provisions made it possible for local authorities, both in the small towns and in rural districts, to overcome in a small way the difficulties caused by the existence of a large number of separate school boards.

In the third place, supplementary courses were aided by some of the provisions relating to the application of the district education fund by the secondary education committees. Financial assistance was provided to aid small schools in special staffing and equipment and to aid pupils in outlying districts.⁴ The Act of 1908 required that the grants offered by the Department in a Minute, February 25, of that year to aid in additional staffing of small schools be continued by the secondary education committees. The

¹ *Education (Scotland) Act, 1908* (8 Edw 7, ch. 63), Section 7 (1), (2), (3).

² *Ibid.*, Section 3 (1).

³ *Ibid.*, Section 17 (2), (3).

⁴ Scotch Education Department, *Memorandum as to the Provisions of Section 17 of the Education (Scotland) Act, 1908*, April 24, 1909.

district committees, when they saw fit, were authorized to appoint teachers of special subjects, to give instruction under their direction at specified centers, or to supplement the staff of a school or schools where the managers might not be reasonably expected to provide such special teachers, and to pay the salaries and expenses of such teachers. Grants might also be given on account of special qualifications of teachers. Furthermore, district committees were permitted to make contributions to school boards within their districts to aid them in capital expenditure on school gardens, workshops, laboratories, and rooms for cookery and laundry work, or on such other equipment as might be required by special teachers appointed by a special committee or by teachers employed and paid by the school boards, provided the grant did not exceed one-half of the capital expenditure of the item for which it was made.¹ Finally, under certain conditions, duly qualified pupils in the supplementary classes were allowed financial aid from the district bursary scheme.² The approval of the Department had to be obtained and the supplementary course had to be at least three years in length and conducted in accordance with Article 21 of the 1908 Code for day schools, or under other regulations which the Department might substitute for the Code of 1908. Since a relatively small number of pupils attended supplementary courses of three years in length, but few of them received assistance from this source.

II. REVISION OF REGULATIONS RELATING TO SUPPLEMENTARY COURSES

The Code for 1914 contained the first important revision of the regulations under which the supplementary classes were conducted. The modification, according to the Department, was made as a result of the development of more highly organized and extended supplementary courses. With the consent of the Treasury a clause was added to Article 21 to allow the same rates of grant, under certain

¹ Scotch Education Department, *Memorandum as to the Provisions of Section 17 of the Education (Scotland) Act, 1908*, April 24, 1909, (8)

² *Education (Scotland) Act, 1908* (8 Edw 7, ch. 63), Section 18 (5a).

specified conditions, for pupils in attendance at supplementary classes as was paid for pupils in the higher grade schools or departments. The arrangements had to be specially approved by the Department. To receive the assent of the Department, supplementary classes were required to be organized, staffed, accommodated, and equipped on a scale corresponding generally to that demanded of higher grade schools and departments.¹

12. STAFFING OF SUPPLEMENTARY COURSES

One of the important reasons that the supplementary courses were limited in their success was that the standards of staffing were relatively low in both number and qualifications. The Department guaranteed only the fitness of teachers to handle the practical subjects of the supplementary courses.² Considerable difficulty was experienced, particularly in the small rural schools, in staffing them in the practical subjects. In 1903 the only source of supply for teachers of the practical subjects was the older teachers who had taken advantage of in-service courses which county councils and other local authorities had been empowered to establish. Since little emphasis had been given in the primary school curriculum before 1898 to such subjects as drawing, experimental science, and physical exercises, only a small number of teachers were available for these subjects. In fact, there was an insufficient supply of qualified teachers in general when the supplementary courses were instituted.³ In 1903 *The Educational News* stated that the accommodation of the training colleges in Scotland had been almost stationary for thirty years and that the supply of pupil-teachers was not increasing.⁴ In an investigation of teacher supply in 1904-05, it was found that the number of teachers

¹ Scotch Education Department, *Education (Scotland) Reports*, 1913-14, A, p. 25

² Scotch Education Department, *Education (Scotland) Reports*, 1902-03, pp. 163-65

³ Scotch Education Department, *Education (Scotland) Reports*, 1913-14, S, p. 5.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1905-06, pp. 595-96.

supplied annually by the training colleges and from the King's student centers of the universities fell 360 below the 1,100 new teachers which the estimates showed were needed each year.¹ The deficiency in supply had to be made up from the ranks of acting teachers who had undergone no special professional preparation.²

Beginning in 1905 steps were taken to increase the supply of qualified teachers. In January of that year the Department issued a Minute which established in connection with the four Scottish universities provincial committees to take over the work of all the training colleges whose managers consented to transfer their control to the Department.³ As a result the control of six of the eight training colleges was transferred to the State.⁴ The following year the Department published new regulations to govern the training and certification of teachers for all types of teaching positions, the regulations to become effective with the school session 1907-08. In them the Department recognized the need for teachers specially prepared to teach the supplementary courses.⁵ Students who, in addition to the curriculum for the general certificate qualification for teaching in a primary school, completed the course of instruction prescribed for preparation to teach one of the special supplementary courses, were entitled to receive upon their certificates an endorsement of special fitness to teach that course. Attendance at these courses was voluntary, but the Department might at any time require, as a condition for a grant for a supplementary course, that the teacher in charge have a special endorsement on his certificate for that course.

The number of students who completed successfully the

¹ Scotch Education Department, *Education (Scotland) Reports*, 1905-06, pp. 595-96.

² "Additional Staff - Where From?" (Leader), *The Educational News*, Vol. XXVIII, August 20, 1903, pp. 641-42.

³ Scotch Education Department, *Education (Scotland) Reports*, 1905-06, p. 595.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1906-07, p. 632.

⁵ Scotch Education Department, *Regulations for the Preliminary Education, Training and Certification of Teachers for Various Grades of Schools (Scotland)*, 1906, Articles 39-41.

curriculum for the general certificate and, in addition, finished the special course for teaching one of the supplementary courses was quite small. Between 1909 and 1918 slightly less than 2,000 of the outgoing students received endorsements to teach one of these courses. Two-thirds of these endorsements were for domestic courses. The total number per year increased gradually from 77¹ in 1909 to a maximum of 399² in 1913, declining to 133³ in 1918. After 1914, due largely to the war, practically no men took these courses. The exact number of teachers needed each year for teaching the supplementary courses is not known, but judged from the number of schools with supplementary classes and the attendance at them, the supply of graduates from training centers approved for supplementary courses, except possibly the domestic courses, was much below the demand. Furthermore, the supplementary courses had been in existence six years before any new teachers were specially prepared to teach them. Consequently, the majority of supplementary pupils was always taught by teachers who held only a general certificate and by teachers with still lower qualifications.

The small schools in particular must have been inadequately staffed. School boards for such schools found it difficult to bear the cost for employing a staff large enough to take care of the primary curriculum and the supplementary course for a few pupils. Several attempts were made to enlarge the staffs of such schools. In May, 1903, the Department issued a Minute in which financial inducements were offered school boards to appoint additional staff members. It was estimated that to use the 25,000 pounds allocated for this purpose, it would require the employment of approximately 500 new teachers.⁴ The Education Act of 1908 provided through the district education committees

¹ Scotch Education Department, *Education (Scotland) Reports*, 1909-10, P, p. 46.

² Scotch Education Department, *Education (Scotland) Reports*, 1913-14, S, p. 76.

³ Scottish Education Department, *Education (Scotland) Reports*, 1919-20, I, p. 52.

⁴ "Additional Staff—Where From?" (Leader), *The Educational News*, Vol. XXVIII, August 20, 1903, pp. 641-42.

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for the continuation of the Department's policy of offering financial assistance to small schools for additional teachers and provided for improving the staffing of these schools by giving assistance in employing teachers for special subjects. However, school boards which were able and willing to take advantage of the opportunities to employ an adequate staff of trained teachers were badly handicapped because of the inadequate supply of suitably trained teachers.

13. PRACTICAL SUBJECTS

The development of practical instruction, one of the leading objectives of the supplementary courses, was slow, especially in the rural schools. In fact, difficulty in giving instruction in the practical subjects was one cause of the limited success of the supplementary courses.¹ In many districts it was felt that the expense of practical instruction was a waste of taxpayers' money.² Managers of small rural schools were afraid of the cost of providing accommodation and equipment for these subjects. The Department urged, the Education Act of 1908 offering financial inducements,³ school boards of such schools to equip and staff their schools to do the practical work more thoroughly. The growth of practical work was also retarded by the academic tradition in education. For instance, in the northern counties the majority of supplementary pupils were put into distinctly secondary school subjects.⁴ Furthermore, since one or two teachers handled all of the work, primary and supplementary, in many of the small schools, the post-primary pupils could not be classified into homogeneous groups, resulting in insufficient attention to the practical work.

14. GROWTH AND EFFICIENCY

Growth and efficiency of the supplementary courses are indicated in Table 12. It shows the number and proportion

¹ Scotch Education Department, *Education (Scotland) Reports*, 1910-11, B, p. 38.

² Scottish Education Department, *Education (Scotland) Reports*, 1920-21, B, pp. 8-9.

³ *Education (Scotland) Act*, 1908 (Edw. 7, ch. 63), Section 17 (8)

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1908-09, B, p. 31.

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of primary schools with supplementary courses, the relation of the average attendance in the supplementary courses to the average number in attendance in all primary schools, and the number of merit certificates awarded each year after 1903 in relation to the average attendance in supplementary courses. The total number of primary schools increased from 3,104 in 1900 to a maximum of 3,177 in 1913 and decreased slowly to 3,159 in 1918. The number of primary schools with advanced departments increased from 162 to 398 between 1900 and 1903. Following the reorganization of post-primary education in the State-aided schools with the institution of the supplementary courses, the number of schools offering these courses jumped to 1,136 in 1904 and

TABLE 12. GROWTH AND EFFICIENCY OF SUPPLEMENTARY COURSES, 1900-18 *

School Year	Total Number		Average Number in Attendance		Number of Merit Certificates Awarded	Percentage		
	Primary Schools on Annual Grant List	Primary Schools with Supplementary Courses	Primary Schools	Supplementary Courses		Primary Schools with Supplementary Courses	Average Number in Attendance in Supplementary Courses of Total Average Attendance	Pupils in Supplementary Courses Awarded Merit Certificate
1899-1900	3,104	162	626,089	3,282		5.22	0.52	
1900-01	3,141	361	633,104	7,648		11.46	1.20	
1901-02	3,145	374	642,680	8,322		11.89	1.29	
1902-03	3,149	398	664,741	9,713		12.63	1.46	
1903-04 †	3,115	1,136	672,162	16,656	5,645	36.46	2.48	33.89
1904-05	3,123	1,375	681,873	22,620	7,558	44.02	3.31	33.41
1905-06	3,125	1,558	688,912	25,683	9,707	49.85	3.72	36.62
1906-07	3,138	1,721	692,761	29,868	9,802	54.84	4.31	32.81
1907-08	3,143	1,819	692,144	34,151	11,044	57.87	4.93	32.33
1908-09	3,149	1,899	705,126	39,097	13,433	60.24	5.53	34.36
1909-10	3,156	1,945	719,122	43,287	16,946	61.62	6.18	36.83
1910-11	3,173	2,000	731,905	47,565	16,727	63.03	6.49	35.10
1911-12	3,164	2,056	733,792	49,497	18,489	64.98	6.74	37.35
1912-13	3,177	2,097	729,089	52,060	20,360	66.00	7.14	39.10
1913-14	3,171	2,122 ‡	728,270	54,889 §	22,344	66.91	7.54	40.70
1914-15	3,168		723,464		22,153			
1915-16	3,168		716,235		22,727			
1916-17	3,167		714,527		22,416			
1917-18	3,159		712,690		23,099			

* Scotch Education Department, *Education (Scotland) Reports*

† Advanced Departments succeeded by supplementary courses in 1904-statistics.

‡ Statistics not published during period of World War

§ 60,392 in average attendance in supplementary courses for school year 1918-19—54,768 in primary, 2,588 in intermediate, 2,954 in secondary and 82 in reform schools

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by 1914 had almost doubled. The percentage of primary schools which established supplementary courses increased from approximately 36 in 1904 to approximately 67 in 1914. During the same period the average number in attendance in these courses more than tripled, increasing from 16,656 to 54,889, and the percentage of pupils in attendance in these courses of the total average attendance in all primary schools showed a three-fold increase, 2.48 to 7.54.

Statistics on attendance in the supplementary classes were not published during the World War, but other evidence indicates that there was perhaps a drop in attendance in these courses. In 1919 the average number in attendance in them was 60,392 in all types of schools—primary, intermediate, secondary, and reform—as compared with 54,889 in 1914. In the primary schools alone there were 54,768 supplementary pupils in average attendance, 121 less than in 1914. The total number of pupils in average attendance in the primary schools reached its maximum in 1912 and declined each year during the War. There was a large increase in the number of pupils exempted, especially by the school boards in the rural areas, thus lowering the average school-leaving age.¹ Unconditional exemptions particularly tended to retard the growth of attendance in the supplementary classes because pupils had to be twelve years of age before they could be legally exempted. The abnormal increase in the number of children exempted during the War period is shown by the fact that between April, 1914 and April, 1919 the total number of exemptions, conditional and unconditional, increased from 8,828 to 15,082 annually, and that the number of children exempted without any conditions as to further school attendance increased from 3,221 to 8,033.² Due to a large number of older persons being withdrawn from the labor market to engage in War service, many children between twelve and fourteen years of age sought exemptions to enter employment, while others were tempted to leave school as soon

¹ Scottish Education Department, *Report of the Committee of Council for Education in Scotland*, 1918-19, pp. 1-5

² Scottish Education Department, *Education (Scotland) Reports*, 1919-20, A, Table 5, p. 40

as the age of fourteen was reached. Furthermore, men teachers were withdrawn from the supplementary classes. As a result of the various factors there was a decline in the prestige and efficiency of the supplementary courses during the War period.¹

The efficiency of the supplementary courses may be judged to a certain extent by the proportion of pupils in average attendance who obtained the merit certificate. The total number of merit certificates awarded annually more than quadrupled between 1904 and 1918, from 5,645 to 23,099. However, in relation to the total number in average attendance the increase was not impressive. The percentages ranged irregularly between 32 and 36 during most of the period, reaching approximately 41 in 1914. As an index of efficiency the merit certificate had one limitation. Since it might be obtained after one full year's attendance, no distinction was made between the pupils who completed the year's attendance required and the pupils who remained for a two or possibly a three years' course.² After making due allowance for this limitation, the statistics seem to indicate, in general, that the supplementary courses were not particularly effective.

There were three important factors which prevented many pupils from obtaining the merit certificate³: (1) Exemptions, especially in rural areas, granted before a full year was spent in a supplementary course; (2) irregular attendance, since a high percentage of attendance was required; and (3) leaving school as soon as age fourteen years plus was attained.

15. EVALUATION OF THE SUPPLEMENTARY COURSES

The supplementary courses failed in many respects to reach their highest possibilities, especially outside of the thickly populated areas.⁴ A large percentage of pupils never

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1918-19, pp. 1-5.

² Scotch Education Department, *Education (Scotland) Reports*, 1913-14, C, p. 37.

³ Scotch Education Department, *Education (Scotland) Reports*, 1908-09, C, p. 55.

⁴ Scottish Education Department, *Education (Scotland) Reports*, 1919-20, B, p. 16, 1920-21, B, pp. 8-9; pp. 68-69; 1921-22, B, p. 38.

reached them. They were either exempted at twelve years of age, failed to qualify altogether, or qualified at such a late age that little gain resulted. Most of the schools were too small and inadequately staffed to permit proper grading and classification of pupils and the proper development of practical instruction. Third, although provision was made for pupils who left school early to continue their education in continuation courses, a supplementary course was a "dead end" for other than the best of them.¹ Finally, wherever the supplementary courses had to compete with the intermediate departments of secondary schools and higher grade schools, they suffered from lack of educational and social prestige.

Although the supplementary courses were not completely successful, it would be a mistake to believe that they did not make any contributions to the development of post-primary education in Scotland. The supplementary curriculum aided in the establishment of a broader conception of the post-primary school. It helped to strengthen the place of practical instruction in primary and post-primary education, to break down the academic nature of the curriculum, and, consequently, to develop a curriculum more suited to the needs and nature of the majority of pupils. *The Educational News* pointed out in 1915 that the supplementary curriculum was more easily defended than the traditional classical curriculum which met the requirements of only a small minority of children, and that judged from the standpoint of mental training, culture, love of learning, and of correlation with the subjects of future study, a well-taught supplementary course more closely approached the ideal of education as a preparation for life than any class in the primary or secondary schools.² It was the definite opinion of the Scottish Education Reform Committee that the supplementary courses by emphasizing practical work met the needs of the great majority of pupils better than the academic and literary intermediate course.³ In many cases

¹ "The Supplementary Class" (Leader), *The Educational News*, Vol. XL, November 5, 1915, pp. 799-800.

² *Ibid.*, pp. 799-800.

³ *Report of the Scottish Education Reform Committee*, 1917, p. 40.

the pupils in the central supplementary courses received an education as liberal and complete as pupils of the same age and ability received in the secondary schools.¹ Furthermore, the supplementary courses served to raise the average age at which children left school and prevented many of them from suffering from the deadening effect of premature employment.

An inspector defended the supplementary courses in the following words :

“ I do not agree with the view that our supplementary Courses have been a failure. They have been a failure in one sense, in that the public has failed to understand and to appreciate what they have aimed at and what they have achieved. They may have lost the confidence of the public through being the target of much ill-formed criticism for a series of years . . . , but, if and when they appear under a new name, they will be found to be dealing with the same type of pupil, to be taught by the same teachers, and to be doing, if I mistake not, much the same type of work. . . . It will be enough to remark that these courses have introduced to the great mass of the boys and girls in Scotland during the past dozen years a knowledge of and a familiarity with some of the treasures of our literature which would have otherwise been denied them, and in many of them have created and fostered a liking for books that will, in all probability, not readily die out.”²

To raise the prestige of the supplementary courses, two committees in successive years, 1916 and 1917, recommended that the supplementary courses should be placed upon an equal official footing with other intermediate courses. A committee of the Board of Education in Edinburgh, after an investigation of the workings of the intermediate and supplementary courses in that City, concluded that the name “ supplementary ” should be

¹ Scottish Education Department, *Education (Scotland) Reports*, 1920-21, B, p. 9; pp. 68-69.

² Scottish Education Department, *Education (Scotland) Reports*, 1922-23, E, p. 69.

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eliminated altogether; and that these classes should be included within the scope of the intermediate curriculum, including the award of the intermediate certificate.¹ The following year the Scottish Education Reform Committee criticized the lower official status given by the Department to the supplementary courses. It felt that both the supplementary and intermediate types of curriculum should be retained but with similar treatment and privileges, and recommended that supplementary courses should be replaced by a modified intermediate course of a flexible type.²

16. SECONDARY EDUCATION IN RURAL SCHOOLS

The development of supplementary courses, along with the rapid extension of opportunities for intermediate and secondary education, reduced the number of small rural schools in which mathematics and foreign languages were taught to enable the "lad o' parts" to proceed directly to the university. However, since geographical conditions made it impossible, in some instances, for selected pupils to obtain instruction at a secondary center, the way was left open by the Code for the regular secondary subjects to be taught in a primary school. It was possible, in such cases, to give a course of secondary education one or two years in length, or even three or four years with the intermediate certificate as the goal. According to a special footnote to Article 21 of the Code, a small rural school might give instruction in two selected languages, and no question was raised about the other secondary subjects, as English and mathematics. In regard to the languages two conditions were imposed. First, there had to be *prima facie* evidence that the teachers were competent for the work. Second, the Department had to be satisfied that adequate provision was being made for supplementary instruction for the pupils who intended to leave school as soon as the compulsory school law permitted.³ By 1912, sixty primary schools

¹ "Edinburgh and Reform" (Leader), *The Educational News*, Vol XLII, January 19, 1917, pp 46-47.

² *Report of the Scottish Education Reform Committee*, 1917, p. 40

³ Scotch Education Department, *Education (Scotland) Reports*, 1912-13, K, pp. 3-4.

in out-of-way districts had been permitted to present candidates for the leaving certificate examination. In that year eight primary schools presented fourteen pupils for the intermediate certificate, thirteen being successful. Another school had two candidates who obtained the leaving certificate.¹

That the problem of post-primary education in the rural areas had not been solved in 1917 is shown by the criticisms of the Scottish Education Reform Committee. This Committee contended that the Department since 1872 had devoted the major share of its attention to the solution of the educational problems of the cities and populous areas, disregarding rural education, other than making isolated attempts to assist financially rural areas by money doles.² It disagreed with the Department's claim that the educational system afforded "equality of opportunity to all children, rural and urban."³ Through the creation of central schools in cities and thickly-populated areas, adequate opportunities for post-primary education had been provided for the industrial classes; but in many rural districts central schools had actually closed the old avenues of access to post-primary education for the poorer section of the population and had provided no substitute for them.⁴ In remote and thinly-populated areas such schools were 20, 30, and 40 miles from the homes of the children. In such circumstances, attendance at these schools was closed to children who were unable to supplement "the utterly inadequate maintenance allowances offered."⁵

17. SUMMARY

1. Between 1898 and 1903 the Department was active in the reorganization of post-primary education under the primary school Code. The institution of the qualifying examination in 1903 completed the "break" at about

¹ Scotch Education Department, *Education (Scotland) Reports*, 1912-13, K, p. 5.

² *Report of the Scottish Education Reform Committee*, 1917, p. 66.

³ *Ibid.*, p. 66.

⁴ *Ibid.*, p. 66.

⁵ *Ibid.*, pp. 66-67

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twelve, thus for the first time defining a line between primary and post-primary education.

2. The qualifying examination was used to prove that pupils had completed the primary school curriculum successfully, and that they were fitted for admission to a post-primary course. It served as a barrier to post-primary education; limited the growth and efficiency of the supplementary courses; and tended to formalize teaching in the primary schools.

3. In 1898 advanced departments were substituted for the system of specific subjects. The advanced departments marked the beginning of the Department's attempts to develop a curriculum in terms of the needs of the post-primary pupils who left school at the end of the compulsory school period.

4. Following the extension of the school-leaving age to fourteen in 1901, supplementary courses were established to take the place of advanced departments. Efforts to provide more practical courses for short-time post-primary pupils in the primary schools were continued. The merit certificate was modified to mark the successful completion of a supplementary course.

5. With the institution of the supplementary courses, the Department announced a definite policy in respect to the development of post-primary schools according to their specialized function. Some progress was made in urban areas in the organization of central schools for supplementary pupils.

6. The Education (Scotland) Act of 1908 raised the school-leaving age to the prescribed leaving date following the fourteenth birthday. It provided for some financial assistance to enable pupils of outlying sections to attend supplementary and other post-primary schools and to aid small schools in special staffing and equipment for supplementary courses.

7. The Code for 1914 recognized the development of supplementary courses in some of the thickly-populated areas by placing them on the same grant basis as other post-primary departments.

8. Although some attempts were made to prepare teachers

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to offer the different types of supplementary courses, one of their greatest weaknesses was that most of them were not adequately staffed with suitably trained teachers.

9. The supplementary courses, especially in the rural areas, were handicapped by the slow provision of practical instruction. Cost and the academic tradition were retarding factors.

10. In spite of the fact that the supplementary courses were placed on a lower official footing as compared with the higher grade and intermediate schools, and were regarded as inferior schools for inferior pupils, they grew both in numbers and efficiency. In 1914, 2,122, 67 per cent., of the primary schools were offering instruction in supplementary courses; 54,889 pupils, 7.54 per cent., of the 728,270 pupils in average attendance in all primary schools, were attending supplementary classes; and 22,344 supplementary pupils, approximately 41 per cent. of the average number in attendance in such courses, were awarded the merit certificate.

11. The success of the supplementary courses was limited in a number of respects, but they made important contributions to post-primary education for short-time pupils. The chief contribution of the supplementary courses was in the development of a broader conception of the post-primary curriculum, both for short-time pupils and for pupils in the traditional intermediate and secondary schools.

12. Although a few small primary schools in outlying areas were permitted to prepare pupils for the intermediate and leaving certificates, and supplementary courses had been provided in many rural schools, much remained to be done in 1918 to improve post-primary education opportunities in the rural sections of Scotland.

Chapter V

HIGHER GRADE SCHOOLS, 1898-1918

At the same time, 1898, as the advanced departments were instituted, a new type of school, the higher grade school, was created under the primary school Code. It was a type of intermediate school which represented the middle line of the three parallel lines along which post-primary education advanced between 1898 and 1918. In the larger towns and cities it often existed alongside the secondary schools and the schools with supplementary courses. Since the higher grade school contributed to the growth of secondary education, and in many cases interfered with the success of the supplementary courses, a study of its development is essential to an understanding of this problem.

I. ORIGINAL PURPOSE AND CURRICULUM

The principal regulations governing the higher grade school were outlined in the Code as follows :

“Where a special staff of duly qualified teachers is provided for instruction of the pupils referred to in Article 21 at the rate of one for every 30 or fewer pupils on the roll, and where a well-defined course of instruction, approved by the Department and extending over not less than three years, is given, such a school or department may be recognised as a Higher Grade School or Department.”¹

The higher grade school was designed to meet the needs of pupils who intended to spend at least three years in a post-primary course before entering industrial and commercial occupations. It was to continue the general instruction given in the primary school and to offer courses predomina-

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1899, Article 138.

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antly scientific or technical—higher grade science school—or predominantly commercial—higher grade commercial school.¹ It was permitted also to give courses specially suited to girls or special classes of pupils. For each particular type of instruction the Department had to be satisfied that the school possessed suitable classrooms, laboratories, and workshops. In certain circumstances approved by the Department, a higher grade school was permitted to give two or more alternative courses, provided that there was a sufficient number of qualified teachers for each course; that the organization of the school was not unduly complicated; and that, as a rule, pupils continued the course started.²

The curriculum of every higher grade school had to include English, history, geography, higher arithmetic, and drawing. The instruction in these subjects was to be in accordance with the schedule set forth in Appendix 5 to the Code. In addition to these general education courses, a higher grade science course had to provide for mathematics, experimental science and, as a rule, some form of manual work, while a higher grade commercial course had to include one or more modern languages, bookkeeping, shorthand, and knowledge of commercial products.³ In the commercial course, arithmetic, history, and geography were to have a commercial application and each modern language was to be taught so as to develop the ability to speak, read, and write it. Special courses for girls, in addition to the courses of general education, had to include practical training in household economy.⁴

2. BROADENED PURPOSE AND CURRICULUM

When the supplementary courses were established in 1903 the Department made a fundamental revision in the regulations governing the higher grade school, the purpose of which was to broaden its function. Although a basic course of general education was required for the specialized courses, too much time had been devoted to them to conform to the

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1899, Article 138

² *Ibid.*, Article 138.

³ *Ibid.*, Article 139.

⁴ *Ibid.*, Article 139.

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Scottish tradition of a general secondary education course which capable pupils between twelve and sixteen years of age might take in the State-aided elementary school to prepare for direct university entrance.¹ The Code for 1903 contained a new clause which permitted, with the sanction of the Department, higher grade schools to offer a general uniform course in preparation for the intermediate certificate² as a substitute for the specialized courses. To secure the approval of the Department, the course had to provide for the instruction of all pupils in accordance with a well-graduated scheme in certain specified subjects. The required subjects were English, including history and geography; mathematics, including arithmetic; at least one language other than English; and science and drawing. The scheme in each subject had to be approved for the intermediate certificate which had been introduced in the leaving certificate examination in 1902.³ The regulations relative to size of classes and standards of staffing, accommodation, and equipment were unchanged. At the same time the larger and better organized advanced departments were permitted to become higher grade schools.

3. UNIFYING STEPS IN INTERMEDIATE EDUCATION

The extent to which the provision of the new clause was adopted laid the foundation for the development of a much-needed unity in the first three years of post-qualifying education in the higher grade and in the higher class schools. Between 1905 and 1907 the Department made notable progress in defining and unifying intermediate education. To accomplish this purpose, the Department modified the regulations relative to the curriculum of the higher grade school, completely remodeled the intermediate certificate examination, and changed the grant regulations of the higher class schools.

The Code for 1905 required, as a condition to admission

¹ John Strong, *A History of Secondary Education in Scotland*, Oxford: The University Press, 1909, p. 261.

² Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1903, Footnote to Article 138

³ Scotch Education Department, *Circular* 340, January 16, 1902.

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to the specialized courses of the higher grade school, that pupils must first complete a three years' course of general education, according to the scheme approved by the Department, and obtain the intermediate certificate, except the requirement of a pass on the higher grade standard in some subject of the course.¹ As a result, in practice the curriculum based upon the subjects required for the higher grade schools became almost compulsory for them.² In 1906 the intermediate school, in a reclassification of schools based upon distinctions in the curricula, was made to correspond in general to the higher grade school. In *Circular* 389 of March of that year the Department converted the intermediate certificate into a curriculum certificate, the possession of which was to become a condition to entering upon a course required for any form of leaving certificate.³ Since both the higher grade and the higher class schools offered the intermediate curriculum, the effect of this change was to make the first three years of post-qualifying instruction somewhat uniform.

In 1907 the process of developing a uniform intermediate curriculum in the first three years of all post-primary schools was practically completed by bringing the higher class or secondary schools more definitely into line. The method of distributing the Science and Art grant to the secondary schools was modified to require every higher class school, as a condition to sharing in the grant, to adopt the intermediate curriculum as a basis of its three years' course beyond the qualifying stage, and to submit its curriculum to the Department for approval.⁴

4. HIGHER STANDARDS OF STAFFING

The Code for 1911 included additional regulations regarding the qualifications of the staff of the higher grade

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1905, Article 139.

² John Strong, *op. cit.*, p. 266.

³ Scotch Education Department, *Education (Scotland) Reports*, 1906-07, pp. 985-87; 1907-08, p. 920

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1907-08, pp. 915-20.

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school. The qualifications of all teachers engaged in teaching each subject of the curriculum had to be approved by the Department. Under normal circumstances, a higher grade school, to be recognized as eligible for grants, had to have for each main subject of the curriculum at least one teacher on the staff whom the Department recognized as possessing the special qualifications specified in Chapter V of the *Regulations for the Preliminary Training and Certification of Teachers for Various Grades of Schools in Scotland*, or the endorsement of corresponding attainments specified in footnote to Article 45 thereof.¹

5. GROWTH OF HIGHER GRADE SCHOOLS

The higher grade school made consistent and at times rapid progress throughout the period of its existence, both in the number of schools and in the average number of pupils in attendance. Data on the growth of the number of higher grade schools and the average number of pupils in attendance in them, including the number of secondary schools and their average attendance after 1908, are presented in Table 13. Between 1900 and 1903 the number of higher grade schools increased from 27 to 36; more than doubled the following year; and increased rapidly to 191 in 1910, remaining between 193 and 196 until they were discontinued. Most districts in Scotland came to have a higher grade school or department.² The number of secondary schools or departments remained practically stationary, mostly 55 and 56, throughout this period. The average number of pupils in attendance at the higher grade schools jumped from 2,561 in 1900 to 10,107 in 1904 and increased threefold during the next fifteen years, while in the secondary school departments the number in attendance grew gradually from 11,317 in 1909 to 14,933 in 1919. The rate of growth in the average number in attendance in the higher grade schools from 1909 to 1919 was more rapid than in the secondary departments. The total average number in

¹ Scotch Education Department, *Code of Regulations for Day Schools in Scotland, with Appendices*, 1911, Article 138 (b).

² Alexander Morgan, *Rise and Progress of Scottish Education*, Edinburgh and London. Oliver & Boyd, 1927, p. 211.

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attendance in the two types of schools increased 37·5 per cent. between 1909 and 1919, from 33,435 to 45,983. These data are particularly noteworthy in view of the fact that the total school attendance fell during this period. It would seem that a larger number of parents had either come to appreciate the benefits of post-primary education for their children or had become more able to bear the expense of it, or both.¹

TABLE 13. NUMBER OF HIGHER GRADE SCHOOLS AND SECONDARY SCHOOL DEPARTMENTS WITH THE AVERAGE NUMBER OF PUPILS IN ATTENDANCE, 1900-19 *

School Year	Number		Average Number of Pupils in Attendance		
	Higher Grade Schools or Departments	Secondary Schools or Departments	Higher Grade Schools	Secondary Schools or Departments	Total Average Attendance
1899-1900	27		2,561		
1900-01	34		3,270		
1901-02	35		3,821		
1902-03	36	55	4,548		
1903-04	74	55	10,107		
1904-05	121	55	14,508		
1905-06	137	55	17,150		
1906-07	147	55	18,467		
1907-08	169	55	19,932		
1908-09	182	57	22,118	11,317 †	33,435
1909-10	191	57	24,095	12,000	36,095
1910-11	196	56	24,083	12,198	36,281
1911-12	194	56	24,201	12,251	36,452
1912-13	193	56	24,817	12,175	36,992
1913-14	195	56	25,913	12,555	38,468
1914-15	196	56	27,102	12,343	39,445
1915-16	196	56	28,234	12,542	40,776
1916-17	196	56	29,198	12,897	42,095
1917-18	196	56	30,509	13,776	44,285
1918-19	196	56	31,050	14,933	45,983

* Scottish Education Department, *Education (Scotland) Reports*

† Statistics not available before 1909.

6. FAILURE OF PUPILS TO COMPLETE THE INTERMEDIATE CURRICULUM

The greatest weakness of the higher grade schools and the intermediate department of the secondary schools was that only a small percentage of the pupils continued in them long

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1919-20, A, p. 25; 1920-21, A, pp. 23-25.*

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enough to complete the intermediate curriculum¹ Table 14 presents data relative to this point. It shows for the period, 1900-19, the distribution of the number and percentage of the total number of pupils in average attendance in higher grade schools or departments during the first three years. For the secondary school departments the distribution is made on the basis of the pupils in the intermediate course, three years in length, and those in the post-intermediate department. The general tendency from 1900 to 1914 was for a larger proportion of pupils in the higher grade school to continue until they finished the intermediate course and also to go beyond the third year. The percentage of pupils in average attendance in the third-

TABLE 14. DISTRIBUTION OF THE TOTAL NUMBER AND PERCENTAGE OF PUPILS IN AVERAGE ATTENDANCE IN HIGHER GRADE SCHOOLS OR DEPARTMENTS AND IN SECONDARY SCHOOL DEPARTMENTS, ACCORDING TO YEAR IN THE COURSE, 1900-19*

School Year	Number					Percentage				
	Higher Grade School			Secondary Departments		Higher Grade School			Secondary Departments	
	First Year's Course	Second Year's Course	Beyond Second Year	Intermediate Course	Post-Intermediate Course	First Year's Course	Second Year's Course	Beyond Second Year	Intermediate Course	Post-Intermediate Course
1899-1900	1,606	604	351			62.71	23.58	13.71		
1900-01	1,712	1,053	505			52.35	32.20	15.44		
1901-02	2,209	1,006	606			57.81	26.33	15.86		
1902-03	2,665	1,223	662			58.55	26.89	14.56		
1903-04	6,650	2,137	1,320			65.80	21.14	13.06		
1904-05	7,937	4,340	2,231			54.71	29.91	15.38		
1905-06	8,664	5,086	3,400			50.52	29.66	19.82		
1906-07	8,734	5,719	4,014			47.30	30.97	21.74		
1907-08	9,634	6,018	4,280			48.33	30.19	21.47		
1908-09	10,243	6,948	4,927	10,245†	1,072	46.31	30.41	22.28	90.53	9.47
1909-10	10,639	7,603	5,853	10,725	1,275	44.15	31.55	24.30	89.38	10.62
1910-11	10,373	7,382	6,328	10,715	1,483	43.07	30.65	26.28	87.84	12.16
1911-12	10,197	7,622	6,382	10,479	1,772	42.13	31.49	26.37	85.54	14.46
1912-13	10,655	7,563	6,599	10,338	1,837	42.93	30.48	26.59	84.91	15.09
1913-14	11,258	7,967	6,688‡	10,535	2,020	43.45	30.75	25.81	83.91	16.09
1914-15				10,397	1,946				84.23	15.77
1915-16				10,453	1,989				84.14	15.86
1916-17				10,817	2,080				83.87	16.13
1917-18				11,571	2,205				83.99	16.01
1918-19				12,366	2,567				82.81	17.19

* Scotch Education Department, *Education (Scotland) Reports*.

† Separate figures not available before 1909

‡ Separate figures for each year not published during the war period.

¹ Scotch Education Department, *Education (Scotland) Reports*, 1908-09, C, pp. 65-66.

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year course or beyond increased from approximately 14 per cent. in 1900 to almost 26 per cent. in 1914. In the secondary schools the percentage of pupils in average attendance beyond the intermediate curriculum stage increased from 9.47 per cent. in 1909 to 17 per cent. in 1919.

That a relatively small proportion of pupils failed to continue in the intermediate courses for three years is indicated to a certain extent by the number of intermediate certificates awarded after the intermediate certificate examination came to be based upon a curriculum approved by the Department. The number of such certificates issued each year shows the number of pupils who completed successfully an intermediate curriculum. Table 15 shows

TABLE 15 TOTAL NUMBER OF INTERMEDIATE CERTIFICATES AWARDED IN RELATION TO THE TOTAL AVERAGE NUMBER OF PUPILS IN THE HIGHER GRADE SCHOOLS AND THE INTERMEDIATE DEPARTMENTS OF SECONDARY SCHOOLS, 1909-19 *

School Year	Total Average Number of Pupils in Attendance in Intermediate Course	Total Number of Intermediate Certificates Issued	Percentage Awarded Intermediate Certificates
1908-09	32,363	3,540	10.94
1909-10	34,820	4,093	11.75
1910-11	34,798	4,797	13.79
1911-12	34,680	4,761	13.73
1912-13	35,155	5,088	14.47
1913-14	36,448	5,137	14.09
1914-15	37,499	5,458	14.56
1915-16	38,787	5,657	14.58
1916-17	40,015	5,644	14.10
1917-18	42,080	6,023	14.31
1918-19	43,416	6,307	14.53

* Scotch Education Department, *Education (Scotland) Reports*

the number of intermediate certificates awarded in relation to the total average number in attendance in the intermediate courses of the higher grade and secondary schools between 1909 and 1919. In 1909 approximately 11 per cent. of the total number of pupils in average attendance in intermediate courses in both higher grade and secondary schools or departments obtained the intermediate certificate. For most of the period the percentage was around 14. In interpreting these percentages two points should

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be kept in mind. First, pupils in the higher grade schools tended to remain beyond the third year. Second, around 20 per cent. of the candidates failed to pass the examination for the intermediate certificate.

7. RETARDING EFFECT OF INTERMEDIATE SCHOOLS ON SUPPLEMENTARY COURSES

The tendency of the pupils of the higher grade and intermediate departments to spend a relatively short time before leaving school indicates that the supplementary courses failed to serve the type of pupils for which they were intended. Many pupils who expected to devote a short time to a post-primary course attended the intermediate schools because they had greater educational and social prestige. Consequently, the growth of the supplementary courses was retarded by the development of the higher grade school.

When parents and pupils, even though the pupils would discontinue school at fourteen, had an opportunity to choose between the supplementary courses and the intermediate course of the higher grade school or the intermediate department of a secondary school, they tended to choose the latter type of course. Both educationally and socially the supplementary courses were looked upon as inferior. Two years after the supplementary courses were established the Department stated that it was too evident that there was a tendency to use the higher grade schools for a wrong purpose, since too small a proportion of pupils completed the course; and that the supplementary courses were more appropriate for pupils who did not intend to continue school beyond fourteen years of age.¹ In 1908 an inspector reported that in his opinion it was "considered a more 'genteel' thing for a boy or girl to be in the intermediate section of the school than in the supplementary course."² The Department commented on the fact that the importance of the supplementary course had not yet been fully realized by all managers "and still less by all parents"

¹ Scotch Education Department, *Education (Scotland) Reports*, 1905-06, p. 852.

² Scotch Education Department, *Education (Scotland) Reports*, 1908-09, C, p. 67.

because a considerable number of pupils after qualifying drifted into the first year of the intermediate course without any genuine intention of completing it.¹ *The Educational News* in 1916 stated that both parents and pupils had from the beginning regarded the supplementary courses as a lower type than the intermediate courses and that the Department and teachers had failed to dispel the belief.² The Scottish Education Reform Committee in 1917 referred to the "educational and social stigma" attached to the supplementary courses.³

The fundamental differences in the purpose and nature of the supplementary courses and the general course of the higher grade school accounted to a certain extent for the superior appeal of the latter. After 1903 the higher grade curriculum developed along the lines of the old parish school tradition of a free secondary education of the intellectual and academic type which prepared the most capable pupils to qualify in Latin, mathematics, and French for direct university entrance. In most cases the supplementary curriculum did not contain a foreign language. It was difficult to convince many parents, teachers, and managers that the supplementary curriculum, with emphasis on consolidating the knowledge acquired in the primary school and its practical application to some occupation, possessed the same educational value as the literary and academic secondary subjects. The traditional view that the education of adolescents to be of any value had to include "a touch of the classics" died slowly.⁴ In some centers, both urban and rural, there was a prevalent belief that all pupils should be encouraged to aspire to the university as their goal, and that the needs of a select group of older pupils should determine the curriculum for all.⁵

¹ Scotch Education Department, *Education (Scotland) Reports*, 1914-15, A, p. 24.

² "Supplementary Classes" (Leader), *The Educational News*, Vol. XLI, March 31, 1916, pp. 195-96.

³ *Report of the Scottish Education Reform Committee*, 1917, p. 40.

⁴ Scotch Education Department, *Education (Scotland) Reports*, 1913-14, D, p. 35.

⁵ Scottish Education Department, *Education (Scotland) Reports*, 1919-20, B, p. 16.

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Furthermore, the Department's differential regulations pertaining to standards of staffing, size of classes, and grants in the supplementary courses were a leading cause of their inferior drawing power.¹ The standards of qualification for teachers of these courses were lower than in the higher grade and intermediate schools. The maximum number of pupils per teacher was forty in the supplementary classes and thirty in the higher grade schools and intermediate departments. In the former the grant per pupil in average attendance was fifty shillings; in the latter the rates of grant were three pounds ten shillings for the second year and four pounds ten shillings for the third and additional years. Many managers, when the opportunity presented itself, naturally took advantage of the larger grant and made no attempt to divert pupils to the supplementary classes.

Despite the handicaps which the Department had set up, it made various attempts to create a more favorable attitude toward the supplementary courses and to divert more pupils from the higher grade school and intermediate departments. In the Code for 1908 regulations were introduced to the effect that the organization of a higher grade department or school could not be regarded as satisfactory where a large proportion of the pupils enrolled in the first year did not complete the course and that, in all cases where such a tendency developed, a parallel supplementary course should be provided in the same school or in another school for pupils who were not likely to continue in attendance for at least three years.² It was also recommended that managers should distribute to parents and pupils printed bulletins which included an explanation of the purpose of the course offered in each type of school, and a clear indication that a longer period of school attendance was necessary in case the higher grade school was selected. According to the Education (Scotland) Act of 1908, duly qualified pupils in outlying districts, in circumstances approved by the Department, were eligible to participate in the district bursary scheme to assist them in attending a supplementary

¹ *Report of the Scottish Education Reform Committee, 1917*, p. 40.

² Scotch Education Department, *Education (Scotland) Reports, 1907-08*, p. 139.

course, provided that the course was at least three years in length.¹ In some cases parents were required before their children enrolled in the higher grade school to pledge that the children would attend three full years. In many instances the pledge proved worthless. This was regarded as a "salutary precaution," but it was felt that it should be supplemented by well-considered steps to insure a properly balanced bifurcation of pupils at the time the qualifying examination was passed.² When provision was made in the 1914 Code to place well-organized supplementary schools on the same grant-earning basis as the higher grade schools, the Department expected to reduce the attendance of the latter by attracting more pupils to the supplementary classes.³ According to *The Educational News* this concession had been demanded for some time.⁴ This new provision had only a limited effect because it was restricted to supplementary schools which offered a course of at least three years in length, and provided a staff and equipment on a scale corresponding to that of the higher grade schools.

8. CONTRIBUTIONS OF THE HIGHER GRADE SCHOOL

The higher grade school made important contributions to post-primary education in Scotland. It greatly extended the opportunities for education above the qualifying stage. It aided considerably in the establishment of the intermediate course on a high plane of achievement, the certificates becoming accepted by most examining bodies as a substitute for their own examinations and recognized as a passport to most of the professions.⁵ A large number of the secondary schools developed out of higher grade schools. In practice many of them provided free secondary education largely along modern lines, and presented their pupils for

¹ *Education (Scotland) Act, 1908* (8 Edw 7, ch. 63), Section 17 (5a).

² Scotch Education Department, *Education (Scotland) Reports, 1911-12*, L, PP. 4-5.

³ Scotch Education Department, *Education (Scotland) Reports, 1914-15*, K, p. 5.

⁴ "The Code for 1914" (Leader), *The Educational News*, Vol XXXIX, March 13, 1914, pp. 227-28.

⁵ *Report of the Scottish Education Reform Committee, 1917*, p. 40.

the leaving certificate examination.¹ Since the curriculum of the higher grade schools was less academic than that of the traditional secondary schools, they no doubt served to liberalize secondary education.

9. SUMMARY

1. Between 1898 and 1918 the development of the advanced departments and supplementary courses in the primary schools was paralleled by the rapid growth of the higher grade school which was created in 1898 under the primary school Code.

2. Until the reorganization of post-primary education under the primary school Code in 1903, the higher grade school served the needs of pupils who left school at fifteen or sixteen to enter industrial and commercial employment. In 1903 the purpose of this type of school was redirected by the substitution of a uniform academic curriculum for the courses which combined a general education with a practical and vocational slant.

3. Between 1905 and 1907 the Department, through modifications in the regulations, fused the first three years of the post-qualifying curriculum in the higher grade schools and intermediate departments of secondary schools into a practically uniform intermediate curriculum crowned with the intermediate certificate.

4. The number of higher grade schools increased rapidly after 1903. In 1919 there were 196 such schools with an average attendance of 31,050 pupils. At the same time the average attendance in the intermediate and post-intermediate courses of the secondary schools was almost 15,000. During the eleven-year period, 1908-09 to 1918-19, the total average number of pupils attending the higher grade schools and intermediate and secondary schools increased from 33,435 to 45,983, or 37.5 per cent. While the rapid expansion of intermediate and secondary education was taking place, the total average attendance in the primary schools and primary departments of secondary schools began a gradual decline, the maximum number being reached in 1912.

¹ Alexander Morgan, *op. cit.*, p. 211.

5. Although the general tendency between 1909 and 1919 was for pupils to remain longer in the intermediate courses, the greatest weakness of the higher grade schools and intermediate departments of secondary schools was the failure of a large proportion of pupils to complete the curriculum.

6. The rapid growth of intermediate education in the higher grade schools and intermediate departments of secondary schools overshadowed the development of the supplementary courses. Due to their greater educational and social prestige and superior staffing standards, even the short-time post-primary pupils attended the intermediate schools in preference to the supplementary classes.

7. The higher grade school, along with the intermediate certificate, played a most important part in the expansion of intermediate and secondary education in Scotland.

Chapter VI

THE SCOTTISH EDUCATION DEPARTMENT AND THE REORGANIZATION OF POST-PRIMARY EDUCATION, 1918-25

To the education reform, urged strongly by the teaching profession,¹ the World War gave a great impetus. During these years faith in education as a fundamental instrument for social reconstruction increased. Many intelligent labor representatives demanded that the benefits of a prolonged period of post-primary education be extended to the whole of the proletariat.² Public opinion, in general, opposed the continued withdrawal from school of the vast majority of boys and girls in early adolescence with the barest elements of an education to enter "blind alley" occupations where they would remain as unskilled laborers.³ The legislative expression of this social sentiment was the Education (Scotland) Act of 1918, embodying the general recommendations made by the Scottish Education Reform Committee.

I. EDUCATION (SCOTLAND) ACT, 1918

The Education (Scotland) Act of 1918 provided for the continuation of the tradition and practice of a balanced administrative control between the central authority and local authorities. The Scottish Education Department, the term "Scottish" replacing "Scotch" in the 1872 Act, was continued as the central authority, while county and

¹ *Reform in Scottish Education, Being the Report of the Scottish Education Reform Committee*, Edinburgh. Scottish Education Reform Committee, 1917.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1918-19, p. 5.

³ Alexander Morgan, *Rise and Progress of Scottish Education*, Edinburgh and London: Oliver & Boyd, 1927, p. 190.

burgh authorities were constituted as the local authorities.¹ To advise the Department on educational questions an Advisory Council was created.² The Department was empowered to lay down broad flexible regulations, and the local education authorities were required to formulate schemes in terms of the needs of their particular areas and submit them to the Department for approval. Thus, a desirable degree of uniformity was insured and the advantage of local interest and initiative and of adaptation to actual local conditions was utilized.

2. PROPOSED PLAN OF REORGANIZATION OF POST-PRIMARY EDUCATION

The Scottish Education Department announced its policy in regard to the reorganization of post-primary education in *Circular 44* in December, 1921. The outstanding proposals follow :

1. The authority to conduct the qualifying examination was to be transferred from the Department to the local education authorities at the end of the 1921-22 school session.³

2. The post-primary school population was, as in 1903 when the supplementary courses were instituted, to be regarded as composed of two main groups—(1) the minority group and (2) the majority group. The minority group was made up of the relatively small percentage of pupils who were “endowed by nature with the mental equipment” needed to complete a full course of secondary education, while the majority group included the vast percentage of pupils who for various reasons would leave the day school at about the age of fifteen to spend a year in a continuation class.⁴

3. Local education authorities were directed to include in their schemes provision for the majority group, non-

¹ *Education (Scotland) Act, 1918* (8 & 9 Geo. 5, ch. 48), Sections 1 and 30.

² *Ibid.*, Section 20

³ Scottish Education Department, *Circular No. 44*, December 13, 1921, p. 1

⁴ *Ibid.*, p. 3.

secondary pupils, as "an organic whole." In considering local reorganization plans the Department would look for evidence of a determination to secure for the non-secondary pupils the full share of attention to which they were entitled. "This implies, wherever practicable, an entirely separate organization even in subjects which are common to the Secondary and to the non-Secondary group."¹ However, combination, if convenient, was "educationally unsound" because the courses for the two types of pupils would necessarily differ, both in character and in length. When an occasional wrong choice was made, it should be possible to transfer individual pupils from one to the other without "too violent a break of gauge." "But it would be a grave mistake to allow the interests of the great mass of non-Secondary pupils to be sacrificed for the sake of a few exceptions."²

4. The Department indicated that the intermediate certificate would most likely be discontinued after the examination in 1924; that there would no doubt be a general desire to have an appropriate certificate to attest the successful completion of the non-secondary course; and that the certificate, to be based on a four years' course, would be issued by each local authority, the Department expecting to affix its stamp to it.³

5. The regulations for the leaving certificate were to be revised to allow each secondary school to consider the leaving certificate course as a whole without any reference to the intermediate curriculum.⁴

3. REACTION TO THE DEPARTMENT'S REORGANIZATION PROPOSALS

The most fundamental proposal made in *Circular 44* had to do with the parallel organization of post-primary education. It was a continuation of the policy begun in 1903. In other words, the Department proposed to develop separate post-primary schools according to function in spite

¹ Scottish Education Department, *Circular No. 44*, December 13, 1921,

p. 4.

² *Ibid.*, p. 4.

³ *Ibid.*, p. 5.

⁴ *Ibid.*, p. 5.

of the fact that the supplementary courses suffered throughout their existence from lack of prestige. A withering fire of criticism from various directions was launched against this phase of the reorganization program.

The social implications of the separation of post-primary pupils into two different groups were emphasized in the numerous discussions. It suggested class distinction and violated the principles of democracy.¹ *The Scottish Educational Journal* agreed with the criticism of the conservative *Glasgow Herald*, which said: "In the interests of social harmony and progress, divorce between different categories of students, and thus between the social or occupational classes to which they severally belong, is strongly to be deprecated."² It branded the non-secondary pupils as inferior in mental equipment. Representing the workers' children mostly, the non-secondary pupils would be given a "species of scholastic shaddy."³ Secondary education, the only kind of education safe for a democracy, was not the prerogative of any one social class.⁴ It, along with the abolition of the intermediate certificate, would widen the gap between the secondary and non-secondary pupils and accentuate the tendency for many post-primary pupils to enter the secondary school courses without any intention of remaining at school after the age of fourteen.⁵ Furthermore, pupils who followed the non-secondary courses would have the doors of the universities closed to them.⁶

Other criticisms of the suggestion to continue the develop-

¹ "Circular 44." A Memorandum by Dr J. A. Third, Director of Education, Ayrshire Education Authority. *The Scottish Educational Journal*, Vol. V, January 13, 1922, pp. 26-27.

² "Circular 44" (Leader), *The Scottish Educational Journal*, Vol. IV, December 23, 1921, p. 931.

³ "What the Socialist Teachers Think of Circular 44," *The Scottish Educational Journal*, Vol. V, January 20, 1922, p. 46.

⁴ "Re-organization of Scottish Education, What is Behind Circular 44?" Report of an Address before the Renfrewshire Local Association of the Educational Institute of Scotland by Dr. William Boyd of Glasgow University. *The Scottish Educational Journal*, Vol. V, January 27, 1922, p. 63.

⁵ "Memorandum on Circular 44," By John Clarke, Executive Officer for Glasgow. *The Scottish Educational Journal*, February 3, 1922, p. 74.

⁶ "Opinions on Circular 44," *The Scottish Educational Journal*, Vol. V, March 10, 1922, pp. 160-61.

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ment of post-primary education along divergent lines were that it made necessary the choice between secondary and non-secondary courses at the age of twelve, an age too early to select pupils likely to profit from a full secondary course; that segregation would prevent the transfer of pupils which should be possible for the first two years¹; and that it was impracticable to organize separate schools for the two groups in many small towns and rural districts.²

4. REORGANIZATION PLANS PROPOSED BY THE EDUCATIONAL INSTITUTE AND THE ADVISORY COUNCIL

In October, 1922 the Educational Institute of Scotland approved the following proposals relative to the reorganization of post-primary education :

1. Teachers should have the responsibility for promoting pupils from the primary schools to post-primary courses.

" 2. The new Certificate, which is to be awarded upon the successful completion of a three years' post-qualifying course, should be called the Intermediate Certificate, and should be given independently of work done in the Continuation Classes.

" 3. There should be different types of Intermediate Courses, but the subjects common to all the courses should outnumber the differentiating subjects (3 to 2, or 4 to 1), and the Intermediate Certificates awarded on the successful completion of these courses should be of equal value.

" 4. There should be no entirely separate organisation for the New Intermediate Courses even in subjects which are common to them and the Secondary Course.

" 5. The Intermediate Certificate should be open to those pupils who intend to complete the Secondary Course, and there should be some elasticity in the

¹ "Circular 44," *A Report on Circular 44 by a Sub-Committee of the Fife-shire Branch of the Educational Institute of Scotland, The Scottish Educational Journal*, Vol. V, April 21, 1922, pp. 262-63, "Opinions on Circular 44," *The Scottish Educational Journal*, Vol. V, March 3, 1922, p. 142.

² "Opinions on Circular 44," *The Scottish Educational Journal*, Vol. V, February 17, 1922, pp. 108-09.

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curriculum to enable different types of pupils to continue their studies to a more advanced stage. . . .

"6. In thinly populated rural districts where small Secondary Schools have hitherto overtaken all the work of post-qualifying pupils, the new Intermediate Course pupils should be retained in these schools, and the necessary modifications made to meet their wants. . . .

"7. The Scottish Education Department should continue to grant the Intermediate Certificate, but in the event of the Department discontinuing it the work might be taken up by a Board of Examiners representative of Secondary Schools, Central Institutions, and the Association of Local Education Authorities, in order to preserve a uniform national standard." ¹

In January, 1923 the Department presented the *Report* of its Advisory Council, appointed in July, 1920. The *Report* dealt with the general organization and classification of day schools after the school-leaving age was raised, and the compulsory continuation school to fifteen and compulsory attendance at continuation classes were in force. The following statement indicates the general organization of post-primary education approved by it :

"Beyond the Nursery School stage they recommend that there should be three grades of Education—corresponding generally to certain age groups, viz. :—

1. Primary (ages 5 to 12).
2. Intermediate (ages 12 to 15).
3. Secondary (ages 15 to 18).

"Whilst recognising that pupils might be divided into two categories only, those who leave school at 15, and those who continue attendance beyond that age, they feel that the retention of the term 'Intermediate' is justified on several grounds—(a) it is embedded in the definition of 'Intermediate School' in the Education (Scotland) Act, 1918 ; (b) it connotes a type of education to which the term 'Primary' cannot properly

¹ Educational Institute of Scotland, "Report on Circular 44" (Approved by Council on October 28, 1922)

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be applied ; and (c) its familiarity and the prestige which it possesses render this desirable.

"For the provision of these three grades of education it is proposed that there should be three corresponding classes of schools—Primary, Intermediate and Secondary—each school being classified according to the normal terminal age of its pupils."¹

The *Report* of the Advisory Council met with universal approval of education authorities and the teaching profession in contrast to the general disapproval of the reorganization proposals set forth in *Circular 44*² because they were felt to be more in line with the educational history and traditions of Scotland. *The Scotsman*, one of the two leading daily papers of Scotland, took a critical view of the *Report*, particularly the part dealing with the organization of day schools.³ In its opinion this part of the *Report* showed "little or no recognition of the tendencies of the day" and had gone on the theory that what all pupils between twelve and fifteen years of age needed was a development of the existing type of intermediate education. It had applied "stereotyped ideas to a new problem." Although a small but inadequate concession had been made to technical instruction, and nominally it proposed five courses, the entire scheme was fantastic and "antiquated," belonging to the age prior to *Circular 44*. If put into effect, it would mean "the stupefying of the minds of two-thirds of the school population between the ages of 12 and 15." The time had come for educationists to cease attempting to create an entire population of Newtons and Napiers, of Kelvins and Taits, and pay more attention to the very imperfect material with which for the most part they had to deal. The *Glasgow Herald*, the other important national daily, took a more favorable view of the *Report*,

¹ *Report of the Advisory Council to the Scottish Education Department on the General Organization of Day Schools, and of Continuation Schools and Classes, under the Conditions that Will Obtain after the Education (Scotland) Act, 1918, Has Come Fully into Operation*, January, 1923, p. 2

² "The New Codes" (Leader), *The Scottish Educational Journal*, Vol. VI, May 11, 1923, p. 333

³ "Scottish Education" (Leader), *The Scotsman*, Friday, March 30, 1923.

but felt that it might have been "a little more heroic in its treatment of the so-called intermediate period."¹ It pointed out that the national system of education in Scotland had been disposed to place exclusive emphasis on the intellectual side of education. The part on alternative courses met with the approval of the writer, although a period of three years was considered too narrow a basis on which to construct a stable system of post-primary schools.

5. NEW CODES AND THE EDUCATIONAL INSTITUTE

In May, 1923 the Codes were issued in draft form. In spite of the strenuous objections registered by the education authorities, by the teaching profession, and by the General Assembly, the new codes, based upon the general principles laid down in *Circular 44*, became operative² in August. Two Codes, one for the primary schools, including the substitution of the Advanced Divisions for supplementary courses for the non-secondary group, and one for the secondary schools, were issued. The principal reason apparently for conducting Advanced Divisions under the primary Code was financial, being cheaper.

The two following quotations, one written while the draft regulations of the Codes were under discussion and the other five months after they went into operation, make clear the grounds on which the Educational Institute of Scotland opposed a parallel development of post-primary schools.

"The unity of the educational system is entirely lost by any such division as that of non-secondary and secondary, inasmuch as the very terms imply the one group is in the minds of the author or authors of *Circular 44* exclusive of the other group. This exclusiveness will be strenuously opposed by teachers, Education

¹ "Friends in Council" (Leader), *The Glasgow Herald*, Friday, March 30, 1923.

² "The New Codes" (Leader), *The Scottish Educational Journal*, Vol. VI, May 11, 1923, p. 333; "The New Code" (Leader), *The Scotsman*, May 30, 1923; "Education" (Leader), *The Week's Review*; *Glasgow Herald*, July 13, 1923, "The Debate on the New Codes" (Leader), *The Scottish Educational Journal*, Vol. VI, August 10, 1923, p. 557; "A Significant Statement" (Leader), *The Scottish Educational Journal*, Vol. VI, September 21, 1923, p. 685.

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Authorities, and without a doubt ultimately in the House of Commons, when the Draft Regulations are being discussed . . . What the country requires and demands is a national system, which involves the complete co-ordination and articulation of the various parts, and offers to the pupils the fullest advance according to their talents. The ideals of the Act of 1918, which in our opinion, made this possible must be retained, and it is for us teachers to preach on all occasions the gospel of educational unity. We desire to have a system linked up into one homogeneous whole, and embracing all stages of education, from the primary school to the University. No other system can be considered satisfactory, or meet with the approval of the teaching profession of Scotland.”¹

“The policy of the Institute has for many years been a full secondary education for all pupils. The Advanced Divisions, whatever may be said to the contrary, are palpably intended to furnish certain pupils with an inferior type of education. Unless and until the curriculum of all post-qualifying pupils is the same and carries with it the same privileges and is not separated even in name, the opposition to the Codes will be continued. All post-qualifying education must be the same for all pupils.”²

6. REORGANIZED POST-PRIMARY SCHOOLS

The modifications which the primary school Code and the secondary schools Regulations of 1923 made in the organization of the post-primary school were further explained and developed in Circulars in 1923 and 1924.³ The most fundamental changes were as follows :

1. Responsibility for the conduct of the qualifying examination by which pupils completing the primary school

¹ “Higher Education for All Pupils” (Leader), *The Scottish Educational Journal*, Vol. VI, May 25, 1923, p. 375.

² “1924 ; Retrospect and Prospect,” *The Scottish Educational Journal*, Vol. VII, January 11, 1924, p. 39.

³ Scottish Education Department, *Circular* 60, December 8, 1923 ; *Circular* 62, February 7, 1924 ; *Circular* 63, January 21, 1924.

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at about twelve years of age were promoted to post-primary courses was transferred from the Department to the local education authorities.

2. For pupils leaving school at fourteen or fifteen years of age, the advanced division replaced the supplementary courses, but continued to be conducted under the primary school Code. Higher grade schools with a three-year course were transferred under the Regulations for secondary schools. Since the five-year higher grade schools had been classed as secondary schools from June, 1920, the three types of post-primary schools were reduced to two.¹

3. The merit certificate was abolished and two certificates—Day School Certificate (Higher) and Day School Certificate (Lower)—were introduced. The former certificate was issued by the Department to pupils leaving school after the successful completion of a three-year course in the advanced division or in a secondary school, while the latter was issued by the local authorities to pupils leaving school upon the successful completion of a two-year course in an advanced division.

4. The intermediate certificate was eliminated and the leaving certificate course in secondary schools was broadened and organized on a consecutive basis.

The reorganization of post-primary day-school education necessitated some modification² in the regulations governing the continuation courses which offered opportunities for after-school education and a possible road to higher commercial and technical education in the central institutions. Extensive changes in the continuation courses were not required because the compulsory attendance features of the Education (Scotland) Act were not put into operation, due primarily to economic difficulties after the War. In 1925 the Department issued a new Code for the continuation classes, beginning with the 1926-27 session.³

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1920-21*, p. 25.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1926-27*, p. 16.

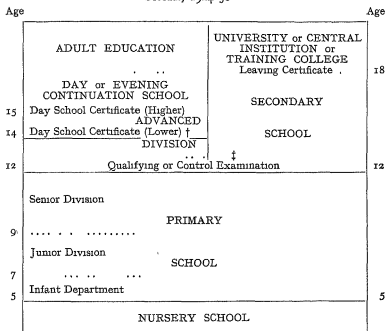
³ Scottish Education Department, *Code of Regulations for Continuation Classes in Scotland, 1926*.

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Provision was made for the organization of continuation classes for pupils who left the day school with or without the Day School Certificate (Lower) and for pupils who had obtained the Day School Certificate (Higher).ⁱ Four-session courses, where practicable, were to be affiliated with the appropriate central institution—a specialized college, as art, commerce, agriculture, domestic science.

The general organization of the Scottish educational system following the reorganization of post-primary education is shown in graphic form in Diagram 1.

DIAGRAM 1 GRAPHIC REPRESENTATION OF THE SCOTTISH SCHOOL SYSTEM, 1924-36 *



* Most of this diagram was taken from Scottish Council for Research in Education, *Curriculum for Pupils Twelve to Fifteen Years (Advanced Division)*, London University of London Press, Ltd., 1931, Appendix I, p. 17.

† Courses for the Day School Certificates (Higher and Lower) might also be offered in a Secondary School.

‡ Possible for occasional transfer.

¹ Scottish Education Department, *Code of Regulations for Continuation Classes in Scotland*, 1926, Article 2 (i), (ii), (iii).

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7. SUMMARY

1. The Education (Scotland) Act of 1918 provided the legal framework for the reorganization of post-primary education.

2. The Department's reorganization proposals, presented in *Circular 44* in December, 1921, included the transfer of the authority to conduct the qualifying examination from the Department to the local education authorities; the continued separation of secondary and non-secondary pupils, provision to be made in separate schools for the latter group as an organic whole; and the abolition of the intermediate certificate along with the modification of the regulations of the leaving certificate to allow the entire secondary school curriculum to be planned without reference to the intermediate curriculum.

3. The Educational Institute of Scotland, local education authorities, and others interested in education expressed strong disapproval of the proposal to separate the post-primary school population into two groups—secondary and non-secondary.

4. The reorganization plans approved by the Educational Institute and the proposals outlined in the *Report* of the Department's Advisory Council met with popular approval. The most fundamental suggestions were that intermediate education should consist of a variety of courses of equal value, and that wherever possible the courses should be organized in the same school.

5. In August, 1923 two Codes, one for the primary and one for the secondary schools, went into operation. In general, the Codes embodied the principles laid down in *Circular 44*. Advanced divisions, organized under the primary school Code, replaced supplementary courses, and the three-year higher grade schools were transferred under the secondary school Regulations. Advanced division courses might also be offered in secondary schools. The two- and three-year advanced division courses were crowned with the day school certificate (lower) and the day school certificate (higher), respectively. The intermediate certificate was abolished and the leaving certificate courses of the secondary schools were broadened and organized on a unified, consecutive basis.

Chapter VII

LOCAL EDUCATION AUTHORITIES AND THE REORGANIZATION OF POST-PRIMARY EDUCATION, 1918-36

AN urgent need for reform in local school administration had existed for a long time. The school board system based on small administrative areas had become totally inadequate for the development of post-primary education, especially for the post-primary courses provided under the primary school Code. The Scottish Education Reform Committee felt that a larger local administrative area would to a considerable extent eliminate the disadvantages of the existing system.¹ Consequently, it was in local school administration that the Education Act of 1918 made the most far-reaching changes.

I. EDUCATION (SCOTLAND) ACT, 1918

According to the Education (Scotland) Act of 1918 the county, including every burgh within its bounds, was made the local education area, except that five of the largest burghs—Edinburgh, Glasgow, Aberdeen, Dundee, and Leith—remained as separate educational units.² The Act thus substituted thirty-eight local administrative areas for 947 local parish and burgh units. Later Leith was united with Edinburgh, making thirty-three county and four burgh education areas.³

Ad hoc authorities, elected every three years by proportional representation, were constituted to administer education in the local education areas. Approximately 980

¹ *Reform in Scottish Education, Being the Report of the Scottish Education Reform Committee*, Edinburgh: Scottish Education Reform Committee, 1917, pp. 15-17.

² *Education (Scotland) Act, 1918* (8 & 9 Geo. 5, ch. 48), Section 1.

³ Alexander Morgan, *Rise and Progress of Scottish Education*, Edinburgh and London: Oliver & Boyd, 1927, p. 190.

members of the new authorities took the place of about 5,650 parish school board members.¹ All of the powers and duties of each school board and secondary education committee within each education area were transferred and vested in the new authorities. To make possible further unification in local administration, conditions were set up for the transfer of voluntary or denominational schools to the education authorities to be conducted as public schools, permitting certain variations as to religious instruction.² Provision was also made for the appointment of school-management committees for schools or groups of schools within each education area.³ In addition, every local education area was required to establish a local advisory council, consisting of persons qualified to represent the views of bodies interested in education, to advise it on matters of educational interest relating to the education area.⁴

In 1929 legal provision was made for the transfer of the functions of the *ad hoc* education authorities to the county councils of the counties and the town councils of the burgh areas. The town and county councils were required to appoint an education committee to perform certain duties relating to education.⁵ At present the local education authorities consist of twenty-nine county councils, two joint county councils of two counties each, and the town councils of the four larger burghs.

Consonant with the enlarged local administrative areas created by the Education Act of 1918, the duties and powers of the local education authorities were considerably increased. The development of education in each education area was made to depend more upon local initiative.⁶ Every education authority within a year after the appointed

¹ Alexander Morgan, *Rise and Progress of Scottish Education*, Edinburgh and London: Oliver & Boyd, 1927, p. 190.

² *Education (Scotland) Act*, 1918 (8 & 9 Geo. 5, ch. 48), Section 18.

³ *Ibid.*, Section 3.

⁴ *Ibid.*, Section 25.

⁵ *Local Government (Scotland) Act*, 1929 (19 & 20 Geo. 5, ch. 25), Sections 3 and 14.

⁶ John Strong (Editor), *Education (Scotland) Act*, 1918, with Annotations, Edinburgh and London: Oliver & Boyd, 1919, p. v.

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day for the Act to go into effect was required to prepare and to submit for the approval of the Department—

“ a scheme for the adequate provision throughout the education area of the authority of all forms of primary, intermediate and secondary education in day schools (including adequate provision for teaching Gaelic in Gaelic-speaking areas) without payment of fees, and if the authority think fit for the maintenance or support (in addition and without prejudice to such adequate provision as aforesaid) of a limited number of schools where fees are charged in some or all of the classes.”¹

Furthermore, every education authority was authorized to see in its area that no qualified pupil who showed “ promise of profiting ” by attendance at an intermediate or secondary school was debarred because of the expense involved.² Assistance to such pupils might take any one or a combination of the following forms : Payment of traveling expenses, or fees, or of the cost of residence in a hostel, or of a bursary, or maintenance allowance. The decision as to the capacity of such a pupil to profit by attendance at an intermediate school was to be made by the local education authority after consideration of a report from the teachers concerned. It was also made lawful for the local education authorities to make such provision for books through purchase or otherwise as they saw fit.³

Such an extension of the duties and powers of the education authorities marked a noteworthy step in the local administration of post-primary education in Scotland, particularly in the primary schools. It represented an important advance towards the goal of higher education for all pupils. For the first time local authorities were compelled to provide for post-primary education on anything like an adequate scale. Formerly the duties of school boards, as distinguished from their powers, had been restricted largely to elementary education, including supplementary classes as a phase of post-primary education, in a small parish area, while secondary education committees had been responsible

¹ *Education (Scotland) Act, 1918* (8 & 9 Geo 5, ch 48), Section 6 (1) (a).

² *Ibid.*, Section 4 (1)

³ *Ibid.*, Section 5.

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for secondary education over areas overlapping parishes. Under such conditions it was impossible to provide a satisfactory system of education for all pupils beyond the qualifying stage or to make it mandatory on local school authorities to make adequate provision throughout their area for all types of day-school education. Although it was possible to interpret "adequate" in different ways, the Act of 1918 necessitated some attempt at least to establish in each education area a complete and coordinated system of primary and post-primary education to meet the varied needs of all the pupils.¹

2. DIRECTORS OF EDUCATION

In a circular in April, 1919, a few weeks before the new education authorities took office, the Department stated that it was clear that the appointment of a full-time executive officer should be one of the first steps that each new authority should take.² This officer was preferably to be a man of wide educational experience and demonstrated capacity for organization. He was to advise the local authority on technical questions and to be responsible to it for the smooth and efficient working of the whole machinery under its control. Most local authorities followed the advice of the Department and appointed an executive officer, frequently known as "Director of Education." The director of education in some areas has not always been a professional educator. However, the tendency has been to appoint an experienced head master or teacher to the position, and in recent years men with a general professional training in education in the universities.

The 1918 Act did not define or specify the duties and functions of the director of education. Thus, the importance of the office has been determined largely by the occupant³ himself, and the influence which he has exerted has varied among the various local education areas. In a

¹ John Strong (Editor), *Education (Scotland) Act, 1918, op cit*, p. 9.

² Scottish Education Department, *Circular No 1*, April 5, 1919.

³ Letter from Mr. W. A. F. Hepburn, Director of Education, County of Ayr, dated February 20, 1936. Mr. Hepburn was then President of the Association of the Directors of Education in Scotland.

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number of areas the director of education has exercised notable leadership in the reorganization and development of education, while in others he has been little more than a clerk. A retired chief inspector of the Scottish schools expressed the opinion in an interview in 1935 that improvement in post-primary education in the advanced divisions was due in a large measure to the larger local administrative areas and to the directors of education. For the new life in Scottish education, manifested in three directions since 1918, Dr. William Boyd at about the same time stated: "First credit must be given to the directors of education."¹

3. PROBLEMS OF LOCAL AUTHORITIES IN THE REORGANIZATION OF EDUCATION

The complete reorganization of education in local administrative areas in terms of the Education Act of 1918 meant that local authorities, especially outside of the special burgh areas, had to perform a varied number of new duties. They were required to devise schemes for school management committees and an advisory council; to arrange to bring the denominational and private schools, wherever their managers desired, into a unified county school system; to take a census of school children in their areas; to survey the existing supply of schools and make plans for new buildings, including the improvements of buildings for the transferred schools; to determine post-primary school centers and make arrangements for transportation wherever necessary; to formulate bursary schemes; to facilitate attendance at the post-primary schools; to provide a substitute for the qualifying examination; and to decide upon the best method of organizing advanced division and secondary courses.

To work out their plans successfully, the local education authorities and directors of education had to overcome many difficulties. They had to struggle against many long-established parish-school traditions, as a complete school in every community, against "vested interests," "human

¹ William Boyd, "Growing Points in Scottish Education," *The New Era*, July-August, 1935, pp. 175-77.

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perversity," and in many cases, against "troublesome facts of geography."¹ Finally, they were somewhat handicapped by the fact that they had to keep in mind the possibility that the "appointed" day for raising the school-leaving age to fifteen would arrive.

4. CENTRALIZATION OF ADVANCED DIVISION COURSES

To organize the post-primary schools into a comprehensive, coordinated, and efficient system, adequate to the needs of all post-primary pupils in the entire education area, the administrative authorities and other interested bodies recognized the necessity for the centralization of post-primary courses. Most local education authorities adopted a scheme of gradual modification and development rather than revolutionary plans of reorganization.

The centralization policy of the local authorities, in general, was approved. In 1923 the Day Schools' Sub-Committee of the Department's Advisory Council said that it was "convinced that difficulties of staffing, classification and equipment will render some recourse to centralization" of post-primary pupils "unavoidable" and that a three-teacher school was the smallest "in which success might reasonably be expected to attend the provision of education to the age of 15."² The Department stated in 1925 that some measure of centralization of advanced division courses would prove to be the best policy, but that the principle could be carried too far, and that "each case must be decided upon its own merits."³ In 1929 it reported that the movement was still toward centralization of advanced divisions and that most, though not all, of His Majesty's Inspectors felt that the policy had been justified by its success.⁴ The Com-

¹ Scottish Education Department, *General Reports for the Year 1923*, Southern Division, p. 10.

² Scottish Education Department, *Report of the Advisory Council to the Scottish Education Department on the General Organization of Day Schools, and of Continuation Schools and Classes, under the Conditions that Will Obtain after the Education (Scotland) Act, 1918, Has Come Fully into Operation, 1923*, pp. 2-3.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1924-25*, p. 9.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 13.

mittee on Education and Industry in 1928 expressed approval on the whole of the policy of centralizing advanced division pupils wherever it could be done "with due regard to convenience and economy."¹ The Committee on Local Expenditure in Scotland in 1932 recommended that consideration should be given to the possibilities of further centralization of higher classes as a means of reducing educational expenditures.²

The advantages of larger central schools for advanced division pupils have been increasingly recognized. It is felt that a large school offers the stimulus that comes from large numbers of pupils.³ A writer on rural education says that pupils in rural communities in particular need the socializing and broadening influence that comes from working with larger groups of pupils of equal age and mental development.⁴ Experience has demonstrated that adequate staffing, including specialist teachers, cannot be provided to teach effectively a post-primary curriculum as varied as it should be, except in a school of reasonable size. Furthermore, it has been found that the most economical and practical method of equipping advanced division schools with science laboratories, domestic science and housewifery centers, art rooms, and workshops is the organization of larger centers. Finally, where the difficulties are not too great, it has been pointed out that the *per capita* cost for buildings and maintenance is less in large schools, especially if the quality of education provided is given due consideration.

The movement toward centralization of advanced division courses has made considerable progress since 1918 in the cities, large towns, and thickly-populated areas.⁵ In

¹ Committee on Education and Industry, *Second Report*, 1928, p. 17

² *Report of the Committee on Local Expenditure (Scotland)*, November, 1932, p. 36.

³ Scottish Education Department, *General Reports for the Year 1928-29*, Southern Division, p. 16.

⁴ John Mason, *A History of Scottish Experiments in Rural Education*, London: University of London Press, Ltd., 1935, p. 161.

⁵ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1927-28*, p. 10, *for the year 1931*, p. 13; *for the Year 1933*, p. 12.

fact, it will be recalled that the movement began with the institution of the supplementary courses in 1903. In Dunbartonshire the post-qualifying courses had been concentrated before 1923 to such an extent that the organization of schools in that area was little affected by the substitution of advanced division courses for supplementary courses.¹ The policy of centralization of the advanced division courses has been followed in Glasgow since the supplementary courses were begun, both in the corporation's schools and in the transferred Roman Catholic schools, but in 1935 had not been completely achieved.² By 1933 Lanarkshire had made marked progress in the development of central schools.³ Centralization has also gone forward in East Lothian, West Lothian, and Edinburgh. In August, 1932 Dundee virtually completed its system of central schools for the advanced division courses. The system was inaugurated in 1908 in connection with supplementary classes.⁴

The county of Fife has made notable progress since 1918 in the organization and development of a thoroughly unified system of post-primary schools. Because it has demonstrated in county school administration the advantages which the Education (Scotland) Act of 1918 made possible, a more detailed description follows :

The county of Fife, occupying an area of 505 square miles in the Central Lowlands, is situated on the peninsula between the Firths of Forth and Tay on the east coast. It is undulating and hilly and, in general, well supplied with highway and railway facilities. In 1931 the total population was 276,261, with an average of 548 persons per square mile, and included five burghs, ranging in population from 9,297 to 43,874.⁵ Agriculture, fishing, coal mining, and manufacturing constitute the chief industries.

¹ Scottish Education Department, *General Reports for the Year 1926*, Western Division, p. 40.

² Corporation of the City of Glasgow Education Committee, *Annual Report on the Work of the Education Committee, 1934-35*, p. 10.

³ Scottish Education Department, *General Reports for the Years 1930-33*, Western Division, p. 50.

⁴ City and Royal Burgh of Dundee, *Report of the Director of Education for the Period from May 16, 1930 to July 31, 1933*, p. 7.

⁵ *Preliminary Report on the Fourteenth Census of Scotland, 1931*, p. ix

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The Fife Education Committee, under the leadership of a competent and progressive director of education, has pursued a policy of centralizing post-primary schools. In 1935 the county organization for post-primary education for an average of 12,267¹ post-primary pupils enrolled consisted of seven large areas. In each area there was at least one large secondary school which offered a wide range of six-year secondary school courses leading to the leaving certificate and a variety of three-year advanced division courses. In addition, each area had several central advanced division schools which provided courses appropriate in type and length to the needs of the community. Provision was made for the transfer of pupils from advanced division courses in feeding schools to secondary schools. Bursaries were awarded to candidates who passed the control examination for entrance to secondary school courses and whose parents were in such circumstances as to warrant such assistance. Travelling allowances were also granted. No fees were charged in any of the schools under the direct control of the Education Committee and the policy of supplying free books and stationery to all pupils in the post-primary schools was followed.

Centralization has made slow progress in the strictly rural areas.² It was stated in 1932 that there was a large number of rural children in Scotland whose further education was limited by the inadequacy of the facilities in their areas. However, it has been increasingly realized that the problem of centralization must be solved in the rural districts if the majority of rural children are to have anything like equality of educational opportunity with the town and city children.

A number of factors operating in varying degrees have hindered the movement toward centralization in the rural areas. Economy campaigns have no doubt had considerable retarding effect. In a number of districts the geographical features—wide areas with scattered population and natural barriers to direct communication—have made centralization

¹ County Council of Fife, *Report on Education in Fife*, November, 1935,

P 4

² R., "Centralisation and the Rural School," *The Scottish Educational Journal*, Vol. XV, September 16, 1932, pp. 1130-31.

expensive and in some cases impossible.¹ This has been true in the Highland and island counties and in certain areas in the Southern Uplands.² Teachers of small and rural village schools have traditionally opposed the transfer of the senior pupils to central schools on the grounds that the prestige of the village school, along with the head master's prestige, is lowered.³ Scottish parents in the country have frequently objected to central schools because their children are taken away from home all day and parental control is lessened, because of the cost of bus fare and meals,⁴ and because of the necessity in some cases for children of twelve to leave home to live in hostels, breaking the unity of family life.⁵ Small communities have opposed centralization because it robs them of "a number of lively personalities and the flow of its life ebbs a little," and big schools produce "uniformity on too large a scale."⁶ Farmers who make up the rural villages have objected to central schools because their workers demand a school near their homes, and also because they believe that children who have attended school in a large town center become discontented with country life and seek employment elsewhere,⁷ thus accentuating rural depopulation.⁸

5. SUBSTITUTES FOR DEPARTMENTAL QUALIFYING EXAMINATION

In accordance with the announcement in *Circular 44*, the responsibility for developing schemes for the promotion

¹ Scottish Education Department, *General Reports for the Year 1929-30*, Western Division, pp. 45-46.

² Scottish Education Department, *General Reports for the Year 1924*, Western Division, p. 34, Northern and Highland Divisions, p. 65, John Mason, *op. cit.*, p. 161.

³ R., "Centralisation and the Rural School," *The Scottish Educational Journal*, Vol. XV, September 16, 1932, pp. 1130-31.

⁴ *Ibid.*, pp. 1130-31.

⁵ W. A. R., "Size," *The Scottish Educational Journal*, Vol. XVII, March 23, 1934, p. 342.

⁶ *Ibid.*, p. 342.

⁷ R., "Centralisation and the Rural School," *The Scottish Educational Journal*, Vol. XV, September 16, 1932, p. 1131.

⁸ R. D. Robertson, "Centralisation and Some of Its Problems," *The Scottish Educational Journal*, Vol. XVIII, January 11, 1935, pp. 41-44.

of pupils from the primary school to post-primary courses was taken over by the local education authorities beginning with the school year, 1922-23.¹ Although in the majority of local areas the proposed schemes of promotion were more elaborate than the qualifying examination formerly conducted by the Department, the change marked an advanced step in post-primary education in Scotland. It gave head masters and teachers a larger share in the promotion of pupils at the qualifying stage; allowed the adaptation of promotion schemes to local conditions; and encouraged experimentation in methods of determining the fitness of pupils for transfer to post-primary schools.

The qualifying procedure has been made to serve multiple purposes. It has been used to show that the senior pupils of the primary school have satisfactorily completed the curriculum; to prove fitness for admission to a post-primary course; to provide a basis for the assignment of pupils to particular types of courses and schools; to determine the award of bursaries; and to test the efficiency of instruction in the primary schools.² It is argued that an examination at the qualifying stage sets definite goals for the primary pupils and teachers, thus motivating their work. A few directors of education think that it is necessary to maintain high standards of achievement and "to keep teachers on their toes." In some areas where the control examination is utilized to test fitness for secondary school courses, the number of pupils in these schools is reduced, thereby reducing the cost of education.

The medley of procedures that have been established by the different education authorities to replace the Departmental qualifying examination almost defies description. The range extends from what is known as the "clean cut" at about twelve without any external examination to very

¹ Scottish Education Department, *Circular No 44*, December 13, 1921, pp. 1-2.

² William Boyd, "An Inquiry by the Research Committee with Regard to Promotion to Post-qualifying Courses," *The Scottish Educational Journal*, Vol. VII, December 19, 1924, pp. 1178-79, "Educational Institute of Scotland Conference with Executive Officers," *The Scottish Educational Journal*, Vol. XI, November 2, 1928, pp. 1152-54, p. 1156.

elaborate schemes.¹ In some areas two types of examination, the qualifying and the control, are used.² The former is less difficult and serves as a passport to the advanced division courses, while the latter is more searching and entitles successful pupils to admission to a secondary school course. Difference in admission standards for enrollment in advanced division courses and secondary school courses is made in some areas by different pass standards on the same examination. Then, in many cases, the most capable in terms of marks are assigned to literary courses in the secondary school. Objection is made to the making of any distinction in qualifying standards for admission to advanced division and secondary schools on the grounds that it gives the secondary schools the "cream" and causes the pupils of lower ability to be directed into the advanced division courses, resulting in lowering the advanced division and practical courses in the estimation of the public.³ In the majority of areas a uniform written examination is given, largely confined to English and arithmetic. Records of pupils' class work and of teachers' estimates receive careful consideration. In some areas an oral examination is used in certain cases. A number of local authorities employ intelligence tests alone or in addition to the conventional written examination. A still smaller number of authorities use standardized attainment tests, sometimes along with intelligence tests or school records or both. In several areas the "clean cut" at about twelve is in full use and in a number of others it is in partial operation. Head teachers of promoting schools supply the head teachers of receiving schools with estimates of their pupils' attainments, and sometimes they confer with each other. In the majority of areas the external examination is conducted by county examination boards on which head masters and teachers are repre-

¹ Scottish Education Department, *General Reports for the Year 1927*, Southern Division, p. 10, for the Years 1930-33, Western Division, p. 47.

² Scottish Education Department, *General Reports for the Year 1928-29*, Southern Division, p. 13.

³ "The Control Examination and Advanced Divisions" (Leader), *The Scottish Educational Journal*, Vol. X, February 18, 1927, p. 169; Scottish Education Department, *General Reports for the Years 1930-33*, Western Division, pp. 48-49; for the Years 1933-36, Southern Division, p. 97.

TABLE 16. RESULTS OF A QUESTIONNAIRE STUDY OF METHODS OF PROMOTION FROM PRIMARY TO POST-PRIMARY EDUCATION IN SCOTLAND, 1933*

Question	Answer		
	Yes	No	Miscellaneous
1. What procedure is adopted in your area as a substitute for the qualifying examination?			
(a) Is there a uniform written examination? If so, subjects?	17	16	{ Usually English and arithmetic
(b) Is account taken of pupils' class work?	33	0	
(c) Is there an oral examination apart from oral examination by the teacher or head master of the transmitting school?	1	25	7 In certain cases
(d) Is any use being made of intelligence tests this year?	12	21	—
(e) Is any use being made of standardized scholastic tests this year?	5	28	—
(f) Is there any arrangement for psychological examination in doubtful cases?	1	30	—
2. How is fitness for entrance upon a secondary course determined in your area?			
(a) All "qualified" pupils accepted	14	—	—
(b) Higher standard in "qualifying" test demanded	8	—	—
(c) Separate "control" examination	8	—	—
(d) Special entrance examinations set by individual secondary schools	3	—	—
(e) Consultation between receiving and transmitting head masters	13	—	{ Usually in addition to other methods
3. Have you any arrangement for guidance of pupils as to choice of post-primary course over and above that normally given by class and head teachers?	13	20	—
4. Do you consider that the present "qualifying" standard is too high?	5	27	—
5. At what age do you believe that transfer to a post-primary course should normally take place?			{ 11—, 0, 11+, 9; 12—, 21, 12+, 1
6. Apart from practical difficulties of a temporary nature (e.g. present lack of suitable courses and accommodation), and assuming that special tests would be retained for entrance upon certain courses, are you in favor of the "clean cut"?			
(a) Yes	—	—	—
(b) No	—	—	—
(c) I would transfer the brighter pupils not earlier than 11 years and all pupils not later than 12+ years			Majority
7. Is the "clean cut" being put into operation in your area?	3	16	14 In modified way

* These data were collected by Professor William McClelland and supplied to the writer in June, 1935

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sented.¹ In most areas parents are furnished with a bulletin which describes the post-primary courses provided and the characteristics and requirements of the courses. Head masters sometimes confer with parents in regard to the choice of courses. In many cases head masters seem to assign pupils to courses largely on the basis of the test marks. A few areas have arrangements for the guidance of pupils in the choice of courses other than the advice normally given by class teachers and head masters.

A summary of important facts relative to promotion-schemes is presented in Table 16. The data were secured in 1933. Thirty-three of the local authorities returned the questionnaire.

6. AGE OF PUPILS AT QUALIFYING STAGE

In theory twelve years has been the normal age at which pupils should pass the qualifying examination. The Department in *Circular 44* in 1921 stated that the test applied for determining promotion from the primary school should be such "as the average pupil of 12 may fairly be called upon to meet."² According to the responses to McClelland's questionnaire in 1933, about 60 per cent. of the directors of education in Scotland reported that twelve should be the normal age of transfer to a post-primary course, and over 80 per cent. indicated that they did not think that the "present qualifying standard" was too high.³

In practice only a minority of pupils has qualified at twelve years of age. Available statistics support this point but show a slow tendency toward a lower average age of qualifying. In Inverness-shire the average age of successful candidates in the qualifying examination decreased gradually from thirteen years and one month in 1924-25 to twelve years and seven months in 1927-28.⁴ The average age of

¹ William Boyd, "An Inquiry by the Research Committee with Regard to Promotion to Post-qualifying Courses," *The Scottish Educational Journal*, Vol. VII, December 19, 1924, pp. 1178-79.

² Scottish Education Department, *Circular No. 44*, December 13, 1921, p. 2.

³ See Table 16, p. 143.

⁴ Scottish Education Department, *General Reports for the Year 1926*, Northern and Highland Divisions, p. 62, for the Year 1927, p. 32; for the Year 1927-28, p. 47.

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qualifying in the burgh of Aberdeen was twelve years six months in 1925-26. In 1926-27, 41·86 per cent. of the pupils who qualified in the three Lothians—East, Mid, and West—were twelve and under, 41·46 per cent. were over twelve and under thirteen; and 16·68 per cent. were thirteen and over.¹ In Dunbartonshire, after several years of effort to lower the qualifying age, the average age was slightly over twelve in 1928-29.² In Edinburgh for the session 1934-35 the percentage distribution of the total number of pupils who passed the qualifying examination was 56 for twelve and under, 27 for over twelve and under thirteen, and 17 for thirteen and over.³ In the county of Fife, 73 per cent. of the pupils who qualified were under thirteen years of age in 1921.⁴ Since the "clean cut" policy was put into operation in 1933, energetic measures have been followed to have normal pupils qualify at twelve years of age, and all pupils not able to reach the achievement standard for regular promotion have been promoted at twelve years and one-half on the basis of age alone.⁵ Professor Godfrey Thomson of Edinburgh University stated in 1929 that the average age at which pupils in Scotland as a whole passed the qualifying examination was nearly twelve and a half.⁶

7. CRITICISMS OF QUALIFYING EXAMINATION

The qualifying examination has been increasingly subjected to criticism. The most important weaknesses that have been pointed out are here summarized:

1. It has little selective or prognostic value,⁷ especially for advanced division courses. It tends to select the acade-

¹ Scottish Education Department, *General Reports for the Year 1927*, Southern Division, p. 11.

² Scottish Education Department, *General Reports for the Year 1928-29*, Western Division, p. 75.

³ City and Royal Burgh of Edinburgh, *Sixth Annual Progress Report of the Education Committee*, Session 1934-35, Table XIII (b).

⁴ *Report on Fife Education under the Regime of the Fife Education Authority*, 1919-22, p. 3.

⁵ County Council of Fife, *Report on Education in Fife*, November, 1935, p. 9.

⁶ Godfrey H. Thomson, *A Modern Philosophy of Education*, London George Allen & Unwin, Ltd., 1929, p. 203.

⁷ John L. Hardie, "Pupil Promotion from the Primary School," *The Scottish Educational Journal*, Vol. XX, February 19, 1937, pp. 206-07.

mic secondary and university type of pupils, and may be somewhat valid for that purpose.¹ Since the advanced division courses emphasize the practical side of the curriculum, written examinations in bookish subjects are not valid in selecting pupils for them.² Furthermore, the special preparation for the qualifying and control tests creates an artificial notion of the ability of the less capable pupils. Thus, they are admitted to secondary school courses which are inappropriate and too difficult for them.

2. Too much emphasis is placed upon determining an achievement hurdle over which children must pass before they are entitled to post-primary education. The standard varies according to areas³; ignores the wide range of individual differences; and is what it is thought that an average child of twelve should do, not what the norm of actual achievement is. As a result each year a group of children is branded as incompetent. Consequently, they leave school with a stigma attached to them, lacking confidence in themselves and with a distaste for education.⁴

3. Since the qualifying examination raises the average age of promotion to a post-primary course in areas where the "clean cut" is inoperative,⁵ it so shortens the length of the post-primary course for the majority of pupils that it is of little value to them. In many cases the non-qualifiable types of pupils are deprived of the practical instruction which they most need.

4. The qualifying procedure has a narrowing and formalizing effect upon the primary school curriculum and methods.⁶ As expressed by the head master of a primary

¹ "Educational Institute of Scotland: Conference with Executive Officers," *The Scottish Educational Journal*, Vol. IX, June 11, 1926, p. 572.

² Scottish Education Department, *General Reports for the Year 1928-29*, Western Division, pp. 74-76.

³ "The Control Examination and Retardation" (Leader), *The Scottish Educational Journal*, Vol. XI, June 8, 1928, p. 671.

⁴ "The Control Examination and Advanced Divisions" (Leader), *The Scottish Educational Journal*, Vol. X, February 18, 1927, p. 169.

⁵ Scottish Education Department, *General Reports for the Years 1933-36*, Southern Division, pp. 96-97.

⁶ Scottish Education Department, *General Reports for the Year 1927-28*, Southern Division, pp. 14-15; *for the Years 1930-33*, Southern Division, p. 13; Northern Division, p. 78.

school: "It casts a shadow over the entire school." Written examinations in English and arithmetic emphasize only the measurable and "perpetuates" the neglect of oral English, history, geography, art, and other subjects not tested tend to be slighted, particularly before the examination. Primary teachers, following the qualifying examination, frequently remark that they are doing things in art and music that they would have preferred to do before the examination. It is likely to cause too little consideration to be given to such important factors as character, temperament, and habits of industry. It puts a premium on drill methods, retarding the development of group and individual instruction, and tends to make drill masters out of the teachers in the junior and senior divisions, especially the "qualifying" teachers who are likely to be selected for their ability to get measurable results.

5. Both the teacher and the pupils are placed under undue strain by the qualifying examination. This is especially true of the less capable pupils because they are likely to be drilled along with the brightest pupils.

8. TRENDS IN PROMOTION TO POST-PRIMARY COURSES

At the same time that the qualifying examination has been under discussion and criticism, experimental work has been done on problems connected with it. The Scottish Council for Research in Education has since its organization in 1928 been active in conducting research studies with intelligence and standardized achievement tests and the qualifying examination.¹ Its most ambitious study was undertaken in 1932, when a mental survey was conducted of nearly 100,000 Scottish school children in the twelve-year age-group in 1932.² In 1934 the Research Council published the results of a two-year investigation by the director of education in Fife based upon the application of American standardized achievement tests to over 6,000 pupils, a

¹ Scottish Council for Research in Education, *Annual Reports*, 1928-29 to 1935-36.

² Scottish Council for Research in Education, *The Intelligence of Scottish Children: A National Survey of an Age Group*, London. University of London Press, Ltd., 1933.

complete twelve-year age-group of children in that county.¹ During the school year 1935-36 the Research Council as a part of the International Examination Inquiry began a thorough investigation of the qualifying examination in the city of Dundee.² The Dundee education authority applied mental tests to the pupils of the qualifying classes from 1931 to 1933, and the results were used in determining suitable courses for post-primary pupils.³ In 1933-34 an experiment was conducted by the Department of Education of Edinburgh University with intelligence and standardized attainment tests in the schools of Edinburgh.⁴

As a result of experience with various promotion schemes and of broader conceptions relative to post-primary curricula and of research, new trends in the promotion of pupils to post-primary courses have developed. In the first place, the gradual increase in the use of intelligence and standardized achievement tests, emphasizing capacity and the wide range of abilities in the post-primary school population⁵ and actual norms⁶ of achievement for pupils at twelve years, are tending to make the qualifying examination more of a selective and prognostic instrument.

In the second place, the general tendency has increasingly been toward making the qualifying examination less of a barrier which a child must clear before being permitted to attend post-primary courses. The number and percentage of children who left the primary school at fourteen before qualifying dropped from 18,535, or 21 per cent. of the total

¹ Gregor MacGregor, *Achievement Tests in the Primary School: A Comparative Study with American Tests in Fife*, London: University of London Press, Ltd., 1934.

² Scottish Council for Research in Education, *Eighth Annual Report*, 1935-36, pp. 11-12.

³ City and Royal Burgh of Dundee, *Report of the Director of Education for the Period from May 16, 1930 to July 31, 1933*, p. 23.

⁴ City and Royal Burgh of Edinburgh, *Fifth Annual Progress Report of the Education Committee and Annual Report on the Work of Day and Continuation Schools for Session 1933-34*, p. 33.

⁵ James B. Frizell, "Trends in Educational Policy," *The Scottish Educational Journal*, Vol. XVIII, December 6, 1935, p. 1514, p. 1516.

⁶ Scottish Education Department, *General Reports for the Year 1929-30*, Southern Division, p. 15.

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who left in 1921, to 8,955, or slightly less than 10 per cent. of the total number in 1936.¹

In the third place, the most significant trend in the promotion, and perhaps the principal cause of the tendency to promote a larger percentage of pupils to post-primary courses, is the "clean cut" promotion of pupils at about twelve years of age, especially of the pupils unable to qualify on the basis of achievement. The idea of the "clean cut" ² at about twelve was expressed in the recommendation of the Department that the non-qualifiable type of child should be promoted on the basis of age alone not later than thirteen. Other important causes have been the growing recognition of the value of practical post-primary courses and the need for a longer period of time to devote to such courses in the advanced division courses. The Department in *Circular 44* in 1921 and in the primary school Code in 1923, and the Sub-Committee of the Department's Advisory Council in 1923, urged that pupils who were unable to qualify by achievement by the age of thirteen should be automatically promoted to a post-primary course where a special curriculum might be developed for them.³ The Committee on Education and Industry in Scotland in 1928 expressed strong favor of the principle of the "clean cut" at thirteen.⁴

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1927-28*, p. 13; for the Year 1936, Table VA, p. 68.

² The term "clean cut" was derived from the English Board of Education's *Report of the Consultative Committee on the Education of the Adolescent*, 1926, pp. 71-72; p. 132. The Committee, which agreed with the majority opinion of the witnesses, recommended that primary education should end and post-primary education begin at about the age of 11 + and that pupils from the elementary schools should normally be transferred at about that age to a different school or to a type of education different from that given to pupils below 11 +. Professor T. Percy Nunn (p. 72) used the term "clean cut" in the statement of his opinion. It should be noted that 11 + is an earlier age of transfer to post-primary courses than in Scotland, where 12 or 12 + is favored.

³ Scottish Education Department, *Circular No. 44*, December 13, 1921, p. 2; *Code of Regulations for Day Schools in Scotland*, 1923, Article 15; *Report of the Advisory Council to the Scottish Education Department on the General Organization of Day Schools, and of Continuation Schools and Classes*, 1923, pp. 3-4.

⁴ Committee on Education and Industry, *Second Report*, 1928, p. 17

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That the Department has since about 1928 moved in the direction of favoring the "clean cut" at about twelve years of age instead of at thirteen may be judged both from the reports of the chief inspectors of schools and the Department. In the reports for 1928-29 one inspector wrote that he was of the opinion that all pupils should be transferred to the advanced divisions at the age of about eleven and a half.¹ A chief inspector favored the "clean cut at twelve," but because of difficulties in providing accommodation for the necessary practical work, thought it advisable to defer it in some schools until the bulge in the post-primary departments started downward.² Another chief inspector said :

"It is certainly worth considering whether a clean cut at 12 years of age would not be for the general good . . . It is becoming more and more evident that 13, the age at which . . . special provision for promotion is obligatory, is too late, and that every pupil who in attainment is below the average ought to have at least two years of special care before leaving school. The question of a test regulating entrance on a language course is one that might be considered on its merits, and as a thing apart from the clean cut."³

In its *Report* for 1931 the Department made the following significant statement :

"The education of the 'non-bookish' type of pupil after he reaches the age of twelve is a problem of which the importance is now generally recognised; and whatever may be the arguments for the retention of a qualifying barrier for admission to the traditional instruction in the book subjects of the advanced division course, they do not apply to practical instruction."⁴

¹ Scottish Education Department, *General Reports for the Year 1928-29*, Southern Division, p. 13.

² *Ibid.*, p. 14.

³ *Ibid.*, Northern and Highland Divisions, p. 55.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1931*, p. 15.

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In practice the "clean cut" at about twelve years of age, at least in a partial form, has been increasingly adopted by local education authorities. To McClelland's questionnaire in 1933, fourteen directors of education in Scotland replied that the "clean cut" was being put into operation in a modified way in their areas and three stated that the policy was in full operation in their areas.¹ In 1935-36 the Education Committee of West Lothian county area reported that its ultimate aim was to operate the "clean cut" at the age of twelve as soon as the necessary accommodation became available as a result of the declining school population.² As the problem of accommodation becomes solved the "clean cut" will no doubt be increasingly put into force.

9. BURSARY SCHEMES AND HOSTELS

One of the important powers granted to local education authorities by the Education (Scotland) Act of 1918 was that of providing financial assistance to duly qualified and promising post-primary pupils.³ All local authorities took advantage of this permissive power and established bursary schemes.⁴ In practice, bursaries have been restricted to pupils beyond the compulsory school age.⁵

Table 17 shows the total amount spent annually for bursaries in Scotland, along with its distribution among pupils in the first three years of a post-primary course, pupils in post-intermediate courses, and students in training colleges, central institutions, and the universities for the period 1920 to 1936. It also includes the total amount of fees collected in day and continuation schools. The total amount spent for bursaries increased steadily in round numbers from 98,000 pounds sterling in 1920 to nearly 263,000 pounds in 1927, after which, with the exception of 1930 and 1931, it fell each year to the low point of

¹ See Table 16, p. 143.

² West Lothian County Council Education Committee, *First Annual Progress Report, 1935-36*, p. 6

³ *Education (Scotland) Act, 1918* (8 & 9 Geo 5, ch 48), Section 4 (1).

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1925-26*, p. 22

⁵ D. F., "A Lay View," *The Scottish Educational Journal*, Vol XIX, May 15, 1936, p. 586.

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184,000 pounds in 1935. In 1936 an increase was registered. The reduction was due largely to economy

TABLE 17 TOTAL AMOUNT EXPENDED FOR BURSARIES DISTRIBUTED AMONG INTERMEDIATE AND POST-INTERMEDIATE PUPILS AND STUDENTS IN HIGHER INSTITUTIONS OF EDUCATION, INCLUDING THE TOTAL AMOUNT COLLECTED IN FEES, 1919-20 TO 1935-36*

Financial Year Ending May 15	Total	Amount Expended in Pounds †			Percentage			Total Amount of School Fees in Pounds
		Inter-mediate Pupils	Post-Inter-mediate Pupils	Students in Higher Institutions	Inter-mediate Pupils	Post-Inter-mediate Pupils	Students in Higher Institutions	
1919-20	97,962	37,665	35,988	24,309	38.45	36.74	24.81	105,396
1920-21	148,239	49,040	42,352	56,847	33.08	28.57	38.35	129,792
1921-22	211,169	64,516	49,234	97,419	30.55	23.31	46.13	136,097
1922-23	222,259	67,154	50,279	104,826	30.21	22.62	47.16	154,830
1923-24	224,961	64,507	52,318	108,136	28.67	23.25	48.07	153,181
1924-25	237,997	65,217	55,734	117,046	27.40	23.42	49.18	156,808
1925-26	261,166	64,984	63,258	132,924	24.88	24.22	50.90	157,842
1926-27	262,796	65,283	63,619	133,894	24.84	24.21	50.95	157,457
1927-28	254,683	65,772	57,771	131,140	25.82	22.68	51.50	161,545
1928-29	247,041	60,550	52,060	134,431	24.51	21.07	54.42	149,161
1929-30	250,629	60,987	50,241	139,401	24.33	20.04	55.62	144,848
1930-31	253,996	63,356	51,086	138,654	24.94	20.46	54.60	147,914
1931-32	242,278	64,611	48,315	129,352	26.66	19.94	51.40	146,683
1932-33	207,134	58,470	42,002	106,662	28.23	20.28	51.49	150,542
1933-34	185,327	55,380	35,448	94,499	29.88	19.13	50.99	155,475
1934-35	184,000†	56,000†	35,000†	93,000†	30.43	19.02	50.54	175,709
1935-36	187,826	56,170	35,904	95,752	30.97	19.12	49.91	—

* Scottish Education Department, *Annual Reports by the Accountant, 1919-20 to 1935-36*

† Does not include bursaries from Endowment Funds.

‡ Round number.

measures and the requirement of more exacting educational qualifications of a bursary holder.¹ The Committee on Local Expenditure in Scotland reported in 1932 that it was evident that "lavish" expenditures on bursaries could be curtailed, and that it seemed not impossible to reduce the expenditure at least 33 per cent. It recommended that, in general, bursaries from the rates should be loans instead of gifts, and that bursaries should be restricted to necessitous pupils whose educational attainments gave promise of likely benefit from further instruction.² The percentage of the total amount spent for bursaries for pupils in the first three years of a post-primary

¹ Scottish Education Department, *Report of the Committee of Council on Education for the Year 1934*, p. 23.

² *Report of the Committee on Local Expenditure (Scotland)*, 1932, pp. 27-29.

course fell gradually from 38 in 1920 to 24 in 1930; and moved up gradually to 31 in 1936.

It is interesting to note that the total amount of fees collected annually from pupils in some primary departments and in secondary schools in some areas, no tuition being charged pupils in the advanced divisions, rose and fell along with the total amount expended on bursaries, but somewhat less rapidly. The total income from fees, mostly in the day schools, increased irregularly each year from over 105,000 pounds in 1920 to the maximum of 161,545 pounds sterling in 1928; dropped to 145,000 pounds in 1930; rose to 155,000 pounds in 1934 and to nearly 176,000 pounds in 1935. The Scottish Committee on Local Expenditure in 1932 recommended that where fees were exigible in secondary schools they should be exacted from parents and guardians in a financial position to afford it.¹

Considerable differences have developed in the bursary schemes of the local education authorities. Some authorities have made adequate provision for fulfilling the purpose of the 1918 Act, which was to have no promising child debarred from further education on account of the expense involved, while other authorities have made no provision for maintenance allowances for poor children, restricting assistance to payment of traveling allowances. It was reported by the Committee on Local Expenditure in Scotland that in 1931 Ayrshire, with a school population approximately 20 per cent. of the combined school populations of the cities of Glasgow, Dundee, and Aberdeen, expended 28,974 pounds on bursaries compared with 27,075 pounds spent by the three cities together.² Varied conditions have developed relative to methods of granting bursaries for post-primary courses. McClelland found in 1933 that the basis of award of bursaries was determined by the results of the "qualifying" test in 14 areas, by the results of a "control" examination in 9 areas, and by the results of a special bursary examination in 7 local areas.³ In areas where it is impossible to transport

¹ *Report of the Committee on Local Expenditure (Scotland)*, 1932, p. 36

² *Ibid.*, p. 28

³ Results furnished to writer in June, 1935 by Professor William McClelland of Dundee Training College and St. Andrews University.

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pupils daily hostels have been established. Since 1908 hostel provision has been gradually extended through gifts from individuals, from the Carnegie United Kingdom Funds, and from funds provided by the education authorities. In 1936 there were seventeen hostels in Scotland.¹

10. SUMMARY

1. The Education (Scotland) Act of 1918 revolutionized local school administration in Scotland. It provided for the substitution of thirty-three county units and five large burgh units for 947 local parish and burgh areas; opened the way to a unification in each area of all schools, including Church and private schools, into a complete and coordinated system; and extended the duties and powers of local education authorities, enabling and requiring them to develop a comprehensive system of post-primary education in their areas. The reorganized local administrative units made it possible to improve vastly the organization and development of post-primary courses conducted under the primary school Code.

2. Directors of education were made necessary by the enlargement of the local education areas. In most cases they have rendered an invaluable service in the reorganization and development of post-primary schools.

3. Local education authorities have had to wrestle with numerous difficulties in providing, organizing, and developing local systems of education.

4. Since 1923 a policy of centralization of advanced division and secondary schools has been followed in varying degrees in all the local areas. Considerable progress, outside of the strictly rural areas, has been made in this connection.

5. Local education authorities have developed a variety of schemes for the promotion of pupils from primary to post-primary courses. The schemes range from promotion by teachers and head masters to elaborate qualifying and control procedures by which pupils are directed into the advanced divisions and the secondary schools.

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 15.

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6. In theory normal pupils have been expected to pass the qualifying and control examinations at about twelve years of age; in practice the average age of pupils who have qualified has been approximately twelve and a half. However, the average age of pupils at the qualifying stage has gradually declined, varying among local education areas according to the extent to which the "clean cut" at about twelve has been put into force.

7. The most marked trends in the promotion of pupils to post-primary courses have been in the direction of adopting the "clean cut" at about the age of twelve or twelve and a half, especially for pupils unable to qualify on the basis of achievement, and in the direction of using the qualifying procedure for better selection, prognosis, and classification.

8. Through bursary schemes, which all local authorities have set up, and hostel provision in certain areas, the opportunities for post-primary education have been considerably extended since 1918. At the same time the total amount of fees collected annually in secondary schools and primary departments of secondary schools in areas where all day-school education has not been made free has fluctuated along with the total amount granted each year for bursaries.

Chapter VIII

TYPES AND ORGANIZATION OF SCHOOLS WITH ADVANCED DIVISION COURSES, 1918-36

THE broad, flexible nature of the Regulations governing the advanced division courses and the local administrative reorganization of post-primary education opened the way for the organization of post-primary schools in accordance with the educational views of the various education authorities and the practical needs of the different local areas. Furthermore, the rapid expansion of the post-primary school population influenced modifications in the organization of post-primary schools for the advanced division type of pupils.

I. GROWTH AND DISTRIBUTION OF TOTAL POST-PRIMARY ENROLLMENT BETWEEN ADVANCED DIVISION AND SECONDARY SCHOOLS

The upward movement of enrollment in the post-primary departments of intermediate and secondary schools in contrast to a downward movement in the total enrollment in all types of schools, which began during the War period, continued after 1920, but at a less rapid rate. During the five-year period ending with the school year, 1918-19, the number of pupils in the intermediate and secondary departments increased 23 per cent.¹ According to Table 18 the total average number on the registers of all types of schools continued to fall during the five-year period 1919-20 to 1923-24, while the average number of post-primary pupils increased. For the four-year period ending with the school year 1922-23 the gain in the average enrollment in the intermediate and secondary schools was 19 per cent., from 58,661 to 69,778, and during the same time the average number in

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1920-21*, pp. 23-25.

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TABLE 18. ENROLLMENT IN ALL POST-PRIMARY COURSES, 1919-20 TO 1923-24*

School Year	Total Average Number on Registers of All Types of Schools	Average Number on Registers of Post-Primary Departments of Intermediate and Secondary Schools	Average Number in Attendance in Supplementary Courses †
1919-20	871,875	58,661	60,392
1920-21	870,915	60,693	63,447
1921-22	863,228	65,769	66,586
1922-23	844,532	69,778	66,793
1923-24	822,413	78,195 ‡	61,162 §

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, Table I, p. 47. Table IVA, p. 50

† Figures on average number enrolled for supplementary courses not published

‡ Part of increase due to reclassification of statistics

§ Decrease due to reclassification of statistics

attendance in the supplementary classes grew 10.6 per cent., from 60,392 to 66,793.

Table 19 shows the total average enrollment in all post-primary departments in relation to the total average enrollment in all types of schools and the number and percentage division of the total average number of post-primary pupils between the advanced division primary schools and the post-primary departments of secondary schools between 1924-25 and 1935-36. During this period the movement in the post-primary school population as in the total school population was analogous to a wave, due to the extreme fluctuations in the annual number of births during and following the War. The number of births per year dropped from 122,000 in 1913-14 to 95,100 in 1917-18; rose slightly to 95,600 the next year; jumped to 133,900 in 1919-20; fell to 125,000 in 1920-21; and declined gradually to 93,600 in 1929-30. The upward trend in the total enrollment in post-primary departments continued gradually to 1926-27, reaching a crest of 154,566; declined slowly to 149,837 in 1929-30, after which the upward tendency was again resumed, reaching the high-water mark of 186,562 in 1933-34. The decline in the total number of post-primary pupils which was registered in 1934-35 and 1935-36 marked the beginning of a downward trend which will continue, in

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general, until after the school age is raised in 1939. Throughout this period the percentage of the total school population

TABLE 19 NUMBER AND PERCENTAGE OF THE TOTAL AVERAGE ENROLLMENT OF POST-PRIMARY PUPILS IN ADVANCED DIVISION PRIMARY SCHOOLS* AND IN SECONDARY DEPARTMENTS, 1924-25 TO 1935-36*

School Year	Total Average Enrollment				Percentage		
	Total All Types of Schools	Total All Post-Primary Schools	Advanced Division Primary Schools	Secondary Departments	Pupils in Post-Primary Schools	Post-Primary Pupils in Advanced Divisions	Post-Primary Pupils in Secondary Schools
1924-25	813,301	146,123	69,970	76,153	17.97	47.89	52.11
1925-26	822,399	149,902	71,816	78,086	18.23	47.91	52.09
1926-27	825,288	154,566	74,060	80,506	18.73	47.91	52.09
1927-28	823,584	154,267	73,145	81,122	18.73	47.41	52.59
1928-29	819,539	151,323	71,609	79,714	18.46	47.32	52.68
1929-30	818,233	149,837	70,150	79,687	18.31	46.82	53.18
1930-31	823,668	151,064	69,676	81,388	18.34	46.12	53.88
1931-32	836,388	160,795	74,607	86,188	19.22	46.40	53.60
1932-33	846,209	176,745	85,733	91,012	20.89	48.51	51.49
1933-34	845,594	186,562	93,027	93,535	22.07	49.86	50.14
1934-35	827,476	182,839	90,185	92,654	22.10	49.32	50.68
1935-36	812,954	179,670	87,595	92,075	22.10	48.75	51.25

* Scottish Education Department, *Report of the Committee of Council on Education for the Year 1927-28*, Appendix IV, p. 37, for the Year 1936, Table 1b, p. 64.

enrolled in the post-primary departments maintained a slightly irregular but upward trend from 18 in 1924-25 to 22 in 1935-36. The greater upward tendency in the post-primary enrollment was due in part to a larger percentage of pupils being promoted and to less loss due to ill-health, death, and emigration.¹ The percentage of the average number of pupils enrolled in primary advanced divisions ranged mostly between 46 and 49. The loss in percentage in the advanced division courses since 1934 was caused by a larger proportion of pupils leaving them to enter employment than from the secondary schools.²

Table 20 shows for the school year 1934-35 the number and percentage division of the total enrollment of post-primary pupils between the primary advanced division

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, pp. 7-8.

² *Ibid.*, p. 13.

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TABLE 20. NUMBER AND PERCENTAGE DIVISION OF THE TOTAL NUMBER OF POST-PRIMARY PUPILS BETWEEN PRIMARY ADVANCED DIVISION SCHOOLS AND SECONDARY SCHOOL DEPARTMENTS IN THE VARIOUS EDUCATION AREAS, 1934-35*

Education Area	Average Number Enrolled			Percentage	
	Advanced Division Primary	Secondary Departments	Total	Advanced Division Primary	Secondary Departments
<i>Northern Division .</i>					
Zetland	536	127	663	80·84	19·16
Orkney	461	404	865	53·30	46·70
Caithness	116	956	1,072	10·82	89·18
Sutherland	169	378	547	30·90	69·10
Ross and Cromarty	1,201	1,311	2,512	47·81	52·19
Inverness-shire	1,880	1,714	3,594	52·31	47·69
Moray and Nairn	642	1,439	2,081	30·85	69·15
Banff	838	1,629	2,467	33·97	66·03
Aberdeen (Burgh)	4,803	2,457	7,260	66·16	33·84
Aberdeenshire	2,679	2,920	5,599	47·85	52·15
Kincardine	486	455	941	51·65	48·35
Angus	709	2,296	3,005	23·59	76·42
Perth and Kinross	2,129	1,468	3,597	59·19	40·81
Argyll	518	1,456	1,974	26·24	73·76
Bute	245	190	435	56·32	43·68
<i>Central Division .</i>					
Dundee (Burgh)	4,601	2,057	6,658	69·10	30·90
Fife	6,151	6,150	12,301	50·00	50·00
Clackmannan	538	819	1,357	39·65	60·35
Stirling	4,383	1,696	6,079	72·10	27·90
East Lothian	332	1,157	1,489	22·30	77·70
Midlothian	1,775	1,264	3,039	58·41	41·59
Edinburgh (Burgh)	7,046	8,868	15,914	44·28	55·72
West Lothian	1,803	1,644	3,447	52·31	47·69
Dunbarton	1,701	4,294	5,995	28·37	71·63
Renfrew	4,989	5,604	10,593	47·10	52·90
Glasgow (Burgh)	19,786	20,823	40,609	48·72	51·28
Lanark	11,317	9,448	20,765	54·50	45·50
Ayr	5,325	5,537	10,862	49·02	50·98
<i>Southern Division .</i>					
Berwick	388	249	637	60·91	39·09
Peebles	193	195	388	49·74	50·26
Selkirk	333	333	666	50·00	50·00
Roxburgh	280	967	1,247	22·45	77·55
Dumfries	1,318	1,401	2,719	48·47	51·53
Kirkcudbright	208	501	709	29·34	70·66
Wigtown	306	447	753	40·64	59·36
Total	90,185	92,654	182,839	49·32	50·68

* Scottish Education Department, *Statistics in Respect of Education Areas for the Year 1934-35*, Table I, pp 4-9.

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schools and the secondary departments in the various education areas arranged according to the three geographical regions. The total number of post-primary pupils for which the different local education authorities had to provide was extremely varied, from 388 in Peebles in the Southern division to 40,609 in Glasgow in the Central region. Three adjoining education areas—Renfrew, Glasgow, and Lanark—contained over 39 per cent. of the total number of post-primary pupils in Scotland. The percentage of post-primary pupils in the advanced divisions under the primary school Code varied extremely among the various education areas. The large percentage of post-primary pupils taught in the secondary departments in some of the local areas in the three geographical regions reflects, in general, the centralization of advanced division courses in the secondary schools.

2. DISTRIBUTION OF TOTAL AVERAGE ENROLLMENT IN ADVANCED DIVISIONS AND SECONDARY SCHOOL DEPARTMENTS ACCORDING TO YEAR OF COURSE

The distribution of the total number and percentage of advanced division pupils in the primary schools according to year of course from 1924-25 to 1935-36 is shown in Table 21. A similar distribution of post-primary pupils in the secondary schools is presented in Table 22. In interpreting the percentages, the effect of the "wave" should be kept in mind. The percentage of pupils enrolled in the first year of a primary advanced division course declined gradually from approximately 64 in 1924-25 to 54 in 1933-34, rising to nearly 56 in 1935-36, while for the same period the percentage in the second and third years increased correspondingly from approximately 31 and 6, respectively, to almost 36 and 10, respectively, dropping by 1936 to slightly below 36 in the second year and to a little more than 8 in the third year. The distribution of the post-primary pupils in the secondary schools shows that more than 80 per cent. throughout the period 1924-25 to 1935-36 was enrolled in the first three years. The percentage in the first year fluctuated between slightly less than 40 and approximately 37 ;

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TABLE 21 DISTRIBUTION OF THE TOTAL AVERAGE NUMBER AND PERCENTAGE OF PUPILS ENROLLED IN ADVANCED PRIMARY DIVISIONS, ACCORDING TO YEAR OF COURSE, 1924-25 TO 1935-36*

School Year	Average Number			Total	Percentage		
	First Year	Second Year	Third Year (or beyond)		First Year	Second Year	Third Year (or beyond)
1924-25	44,632	21,446	3,892	69,970	63.79	30.65	5.55
1925-26	44,810	22,725	4,281	71,816	62.39	31.64	5.96
1926-27	45,286	24,047	4,727	74,060	61.15	32.46	6.38
1927-28	43,719	24,536	4,890	73,145	59.77	33.55	6.68
1928-29	42,266	24,195	5,148	71,609	59.02	33.79	7.19
1929-30	41,312	23,603	5,235	70,150	58.89	33.65	7.46
1930-31	39,754	24,258	5,664	69,676	57.05	34.81	8.13
1931-32	42,221	25,734	6,652	74,607	56.59	34.49	8.92
1932-33	48,126	29,725	7,882	85,733	56.13	34.67	9.19
1933-34	50,474	33,313	9,240	93,027	54.26	35.81	9.93
1934-35	50,309	31,801	8,075	90,185	55.79	35.26	8.95
1935-36	48,995	31,342	7,258	87,595	55.93	35.78	8.29

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1931*, Table IVa, p. 53, for the Year 1936, Table IVa, p. 67

TABLE 22. DISTRIBUTION OF THE TOTAL AVERAGE NUMBER OF PUPILS ENROLLED IN THE POST-PRIMARY DEPARTMENTS CONDUCTED UNDER THE SECONDARY SCHOOL REGULATIONS ACCORDING TO YEARS, 1924-25 TO 1935-36*

School Year	Number						Total	Percentage according to Years					
	First Year	Second Year	Third Year	Fourth Year	Fifth Year	Sixth Year (or beyond)		First	Second	Third	Fourth	Fifth	Sixth (or beyond)
1924-25	30,043	20,419	13,000	6,135	4,295	2,281	76,153	39.42	26.81	17.07	8.06	5.64	3.00
1925-26	30,962	20,852	12,656	6,459	4,654	2,503	78,086	39.65	26.70	16.21	8.07	5.96	3.21
1926-27	31,500	21,730	13,169	6,479	4,797	2,831	80,506	39.13	26.99	16.36	8.05	5.96	3.52
1927-28	31,970	22,068	13,263	6,455	4,611	2,815	81,122	39.41	27.13	16.35	7.96	5.68	3.47
1928-29	31,144	21,728	13,198	6,322	4,491	2,631	79,724	39.07	27.25	16.56	7.96	5.63	3.30
1929-30	30,702	21,975	13,183	6,595	4,567	2,785	79,687	38.55	27.57	16.47	8.28	5.73	3.42
1930-31	31,340	21,966	13,566	7,024	4,721	2,771	81,388	38.51	26.99	16.67	8.63	5.80	3.40
1931-32	33,448	23,068	14,143	7,545	5,086	2,898	86,288	38.81	26.76	16.41	8.75	5.90	3.56
1932-33	35,649	25,145	14,503	7,432	5,290	3,003	91,012	39.17	27.63	15.94	8.15	5.81	3.30
1933-34	35,872	27,068	15,298	7,398	4,983	2,916	93,535	38.35	28.94	16.56	7.91	5.33	3.12
1934-35	34,958	26,586	15,685	7,708	4,992	2,723	92,654	37.73	28.70	16.93	8.32	5.39	2.94
1935-36	34,110	25,682	15,883	8,488	5,293	2,619	92,073	37.05	27.89	17.25	9.22	5.75	2.84

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1931*, Table IVb, p. 53, for the Year 1936, Table IVb, p. 67

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in the second year, between slightly less than 27 and almost 29; and in the third year, between 17 and 16.

The distribution of the total average number and percentage of the advanced division pupils under the primary-school Code in the various education areas for the school year 1934-35, arranged according to the principal geographical divisions, is presented in Table 23. The total average number enrolled in the third year (or beyond) in a primary advanced division course was extremely small in a number of local education areas, particularly in the Northern and Southern divisions. In the fifteen local education areas of the Northern division six had an average less than 50 pupils in the third year and five had between 50 and 100 pupils, while in the Southern division six of the seven areas enrolled considerably below 50 pupils, the seventh having 83. The percentage enrolled in the first year was extremely high in Caithness, Sutherland, and in Ross and Cromarty in the North; in East Lothian in the Central division; and in Peebles, Dumfries, and Wigtown in the Southern division. The counties which had an extremely low percentage in the third year were Caithness, Ross and Cromarty, East Lothian, Roxburgh, and Wigtown.

While the causes for the high percentage of pupils in the first-year course and a corresponding low percentage in the second and third years in all of these areas, with the exception of the very high percentage in the third year in Sutherland, are not clear, several factors have no doubt played a part. Being agricultural areas with a scattered population, the qualifying age has been somewhat above the average for the country and these have, at least in the southern counties, involved a considerable number of migratory children. Finally, since in most of these counties a high percentage of the post-primary pupils have been enrolled in schools conducted under the secondary school Regulations, the tendency, apparent in East Lothian, has been to include the three-year advanced pupils in the secondary schools and to organize the one- and two-year courses in separate centers.

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TABLE 23. DISTRIBUTION OF THE TOTAL AVERAGE NUMBER AND PERCENTAGE OF PUPILS ENROLLED IN PRIMARY ADVANCED DIVISIONS IN THE VARIOUS EDUCATION AREAS ACCORDING TO YEAR OF COURSE, 1934-35*

Education Area	Average Number			Total	Percentage		
	First Year	Second Year	Third Year (or beyond)		First Year	Second Year	Third Year (or beyond)
<i>Northern Division</i>							
Zetland	306	173	57	536	57.09	32.28	10.63
Orkney	245	175	41	461	53.15	37.96	8.89
Caithness	84	30	2	116	72.41	25.86	1.72
Sutherland	111	31	27	169	65.68	18.34	15.98
Ross and Cromarty	794	350	57	1,201	66.11	29.14	4.75
Inverness-shire	959	682	239	1,880	51.01	36.28	12.71
Moray and Nairn	373	209	60	642	58.10	32.55	9.35
Banff	473	275	90	838	56.44	32.82	10.74
Aberdeen (Burgh)	2,383	1,892	528	4,803	49.61	39.39	10.99
Aberdeenshire	1,455	929	295	2,679	54.31	34.68	11.01
Kincardine	277	171	38	486	57.00	35.19	7.82
Angus	416	241	52	709	58.67	33.99	7.33
Perth and Kinross	1,139	668	322	2,129	53.50	31.38	15.12
Argyll	281	203	34	518	54.25	39.19	6.56
Bute	134	85	26	245	54.69	34.69	10.61
<i>Central Division</i>							
Dundee (Burgh)	2,369	1,811	421	4,601	51.49	39.36	9.15
Fife	3,540	1,953	658	6,151	57.55	31.75	10.70
Clackmannan	340	160	38	538	63.20	29.74	7.06
Stirling	2,254	1,641	488	4,383	51.43	37.44	11.13
East Lothian	217	106	9	332	65.36	31.93	2.71
Midlothian	1,033	621	121	1,775	58.20	34.98	6.82
Edinburgh (Burgh)	4,166	2,272	608	7,046	59.13	32.25	8.63
West Lothian	939	564	300	1,803	52.08	31.28	16.64
Dunbarton	977	579	145	1,701	57.44	34.04	8.52
Renfrew	2,789	1,836	364	4,989	55.90	36.80	7.30
Glasgow (Burgh)	11,233	7,366	1,187	19,786	56.77	37.23	6.00
Lanark	6,301	3,903	1,113	11,317	55.68	34.49	9.83
Ayr	2,918	1,847	560	5,325	54.80	34.69	10.52
<i>Southern Division</i>							
Berwick	213	134	41	388	54.90	34.54	10.57
Peebles	120	60	13	193	62.18	31.09	6.74
Selkirk	199	108	26	333	59.76	32.43	7.81
Roxburgh	156	112	12	280	55.71	40.00	4.29
Dumfries	803	432	83	1,318	60.93	32.78	6.30
Kirkcudbright	105	86	17	208	50.48	41.35	8.17
Wigtown	207	96	3	306	67.65	31.37	0.98
Total	50,309	31,801	8,075	90,185	55.79	35.26	8.95

* Scottish Education Department, *Statistics in Respect of Education Areas for the Year 1934-35*, Table I, pp 4-9.

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3. TYPES OF ADVANCED DIVISION SCHOOLS

Advanced division courses have been organized under both the day school Code of 1923 and the secondary school Regulations of 1923. Under the day school Code a variety of types have grown up. In some areas separate central schools have been established, but the most common type of advanced division school has been from the beginning the ordinary primary school in which an advanced division "top" has been developed. Such "tops" have been established in primary schools, ranging from the large centralized school with three-year courses to the one-teacher outlying school with a one- or two-year course which may have a maximum of three or four qualified pupils some years and none in other years.¹ Most of the three-year advanced divisions, whether centralized schools without a primary department or "tops," have become centers for more than one feeding school. However, not even the large schools include all types of advanced division courses.

The total number of advanced division courses approved for the day certificate in the primary schools was 1,341, or about 46 per cent., of all the primary schools in Scotland in 1925, and 1,462, or about 50 per cent., in 1931. The next year the total number and percentage dropped to approximately 1,345 and 46, respectively. In 1935 the total number of primary schools with approved advanced division courses was approximately 1,333, while the percentage was approximately 46.² For the school year ending in 1935, Table 24 presents data relative to the number and percentage of primary schools in each education and geographical area classed as advanced division "tops" to primary schools and separate advanced division central schools, based upon actual statistics of enrollments. A separate central school was defined as one in which either no pupils, or a very minor proportion of the total enrollment, were below the qualifying stage. In Scotland as a whole 1,507, or 52 per cent.,

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1929-30*, p. 16.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1925-26*, pp. 10-12; *for the Year 1931*, p. 13; *for the Year 1932*, p. 17; *for the Year 1935*, p. 8.

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TABLE 24 NUMBER AND PERCENTAGE OF PRIMARY SCHOOLS WITH AN ADVANCED DIVISION "TOP" AND SEPARATE CENTRAL ADVANCED DIVISIONS IN THE VARIOUS LOCAL EDUCATION AREAS, 1934-35*

Education Areas	Total Number			Percentage	
	Primary Schools	Advanced Division "Tops"	Separate Central Advanced Divisions †	Advanced Division "Tops"	Separate Central Advanced Divisions
<i>Northern Division</i>					
Zetland	65	62	—	95.38	—
Orkney	51	49	—	96.08	—
Caithness	57	28	—	49.12	—
Sutherland	36	18	—	50.00	—
Ross and Cromarty	126	111	—	88.10	—
Inverness-shire	214	192	—	89.72	—
Moray and Nairn	55	35	—	63.64	—
Banff	68	41	—	60.29	—
Aberdeen (Burgh)	34	3	7	8.82	20.59
Aberdeenshire	216	129	—	59.72	—
Kincardine	44	34	—	77.27	—
Angus	99	57	—	57.58	—
Perth and Kinross	161	96	1	59.62	0.62
Argyll	148	103	—	69.59	—
Bute	20	12	1	60.00	5.00
<i>Central Division</i>					
Dundee (Burgh)	34	2	4	5.88	11.76
Fife	148	53	3	35.81	2.03
Clackmannan	14	5	—	35.71	—
Stirling	87	40	2	45.98	2.30
East Lothian	35	8	—	22.86	—
Midlothian	61	28	—	45.90	—
Edinburgh (Burgh)	79	10	6	12.66	7.60
West Lothian	45	12	1	26.66	2.22
Dunbarton	50	16	—	32.00	—
Renfrew	75	35	1	46.66	1.33
Glasgow (Burgh)	171	46 †	10	27.02	5.85
Lanark	208	100	4	48.08	1.92
Ayr	149	86	2	57.72	1.34
<i>Southern Division</i>					
Berwick	48	25	—	52.08	—
Peebles	22	9	—	40.91	—
Selkirk	22	2	—	9.09	—
Roxburgh	62	14	—	22.58	—
Dumfries	93	15	1	16.13	1.08
Kirkcudbright	53	15	—	28.30	—
Wigtown	48	16	—	33.33	—
Total	2,898	1,507	43	52.00	1.48

* Scottish Education Department, *Statistical Lists of Grant-earning Day Schools and Institutions and of Continuation Classes and Central Institutions for the Year 1934-35*, pp. 1-75.

† Schools with none or very small proportion of enrollment below qualifying stage.

‡ According to the Glasgow Education Committee Report for 1934-35, p. 10, there were forty-nine such schools.

of the 2,898 primary schools included advanced division "tops," while 43 primary schools, or about $1\frac{1}{2}$ per cent., were practically separate central schools for advanced division pupils. The total number, 1,550, of primary schools with advanced division courses, based upon actual enrollments, was 217 more than the total number, 1,333, of primary schools with recognized courses. The proportion of primary schools with advanced division "tops" shows an extreme variation. In the Northern division, exclusive of Aberdeen City, the range was from 49 per cent. in Caithness to 96 per cent. in Orkney. For the division as a whole nearly 70 per cent. of the primary schools had advanced division "tops." In the Central division, where the population is concentrated, the percentage of primary schools with advanced division "tops" varied between approximately 6 in the city of Dundee to 58 in the county of Ayr, while the percentage for this geographical area was 38. In the Southern division the range in percentage for primary schools with "tops" was from 9 in Selkirk to 52 in Berwick. Thirty-three of the 43 separate advanced division central schools were in the Central region, 8, seven of which were in Aberdeen, were in the Northern division, and 2 were in the Southern division.

4. TYPES OF SECONDARY SCHOOLS WITH ADVANCED DIVISION TYPE OF COURSES

Advanced division courses—i.e. courses leading to the day school certificate—have been organized under the secondary school Regulations, producing two related types of organization. In the first type, advanced division courses, usually three-year courses leading to the day school certificate (higher), have been offered in the same building, but largely parallel to the secondary school courses. In 1932 the Committee on Local Expenditure reported that 67, approximately 27 per cent., of the 251 recognized secondary schools included three-year and in a few instances four- and five-year advanced division type of courses.¹ According to

¹ *Report of the Committee on Local Expenditure (Scotland)*, November, 1932, p. 32.

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a questionnaire answered by 33 directors of education in 1933, nearly 30 per cent. of the local education authorities had developed three-year advanced division type of courses in the secondary schools.¹ The incorporation of these courses in the framework of the secondary school organization has been a more practical solution in localities too small for two separate specialized schools of reasonable size. In other cases it has been due to the belief that it is a more desirable type of organization because it makes for a richer social life and an easier transfer of pupils, and tends to raise the prestige of the advanced divisions.

This type of organization has not been universally favored. The Scottish Reform Committee in 1917 admitted that it would be more practical in rural districts to offer all intermediate courses in the same building, but in urban centers it thought that there should be "much more specialization in function than at present."² It was reported in 1929 that head masters of secondary schools had in the past regarded advanced division courses "rather coldly," but that there was a welcome tendency to drop invidious labels and to treat these "technical sides" as of equal dignity with the literary and commercial sides.³ Although the Department in 1921 emphasized the importance of an entirely separate organization for non-secondary pupils, even when the subjects common to both non-secondary and secondary pupils were the same, it stated in 1929 that "outside the largest towns at any rate" the arrangement where advanced division pupils attended the same school where secondary courses were offered had much to be said in its favor, "provided the curriculum of the advanced division pupils is not unduly dominated by the traditions of the secondary school."⁴

Due perhaps to the increased use of the "clean cut" at

¹ The study was made by Professor William McClelland of Dundee Training College and St. Andrews University. Data used through his courtesy.

² *Reform in Scottish Education: Being the Report of the Scottish Education Reform Committee*, Edinburgh: Scottish Reform Committee, 1917, p. 40.

³ Scottish Education Department, *General Reports for the Year 1928-29*, Southern Division, p. 15.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 13.

about twelve in promotion to the post-primary schools and to the practice of including advanced division courses in secondary schools, a second type of post-primary school organization has appeared under the secondary school Regulations within recent years. This variant type of school is known as the "omnibus" school, and differs from the first type in the degree to which it coordinates all of the courses. It is a post-primary school, somewhat similar to the comprehensive American high school, in which an attempt has been made to unify and to integrate the curricula of the advanced divisions and the first three years of the secondary schools. In the most comprehensive type of "omnibus" school a variety of differentiated courses has been organized to meet the wide range of abilities and interests of post-primary pupils. This type of organization has been in agreement with the general recommendation of the Department's Advisory Sub-Committee on school organization in 1923. It suggested "a solid core of instruction" for the first two years of post-primary instruction, and that, in order to facilitate transfer from one course to another, parallel courses should be in the same building, allowing for possible exceptions in large towns.¹

Thirty-five per cent. of the 33 directors of education who responded to McClelland's questionnaire in 1933 stated that they had secondary schools of the "omnibus" type, i.e. with one-, two-, and three-year advanced division courses. In regard to the procedure of teaching the subjects common to advanced division and secondary pupils, 12 reported that they were taught together; 7 that they were taught separately; and 9 that they were taught both together and separately. Relatively few of these schools have included a complete cross-section of the post-primary age-group twelve to fifteen and curricula organized along as comprehensive and integrated lines as the American high school.

Perhaps the best experiments with the "omnibus" post-primary school have been made in Fife, Dunbartonshire, and West Lothian. During the school year 1929-30 an

¹ Scottish Education Department, *Report of the Advisory Council to the Scottish Education Department on the General Organization of Day Schools, and of Continuation Schools and Classes, 1923*, p. 3.

"omnibus" organization was put into effect at Kirkcaldy High School in the county of Fife.¹ The first-year pupils were divided into three main groups and real differentiation was begun in the second year. The Clydebank High School in Dunbartonshire was also for several years organized on the omnibus plan. After a few years the policy in both schools was revised to exclude the non-qualified type of pupils. It was stated that the change in policy at Kirkcaldy was made to reduce the size of the school which had an enrollment in 1935 of approximately 1,200 without the non-qualified or age-pass group of pupils. The non-qualified pupils were transferred from the Clydebank High School because it was felt that they would receive a more sympathetic consideration from head masters and teachers, and would, consequently, develop more confidence in themselves in the advanced division "tops" of primary schools where head masters were interested in such pupils. In West Lothian, Bo'ness Academy has been well organized on "omnibus" lines.

A number of advantages has been claimed for the "omnibus" type of school.

1. It increases the prestige of the advanced division, sometimes regarded as an inferior brand of secondary education. It eliminates the difficulty of attempting to create different types of schools side by side equal in social prestige. Since the traditional secondary school is the type of school favored and used by the dominant or leading group in society, it naturally has a greater prestige.

2. It is more conducive to social solidarity, which is more important in a nation than any defects in a comprehensive type of high school.² This argument for unification has been one of the most fundamental in the development of the comprehensive high school as the standard type of secondary education in the United States.³ The *Report of the Com-*

¹ Scottish Education Department, *General Reports for the Year 1929-30*, Southern Division, p. 21.

² Godfrey H. Thomson, *A Modern Philosophy of Education*, London: George Allen & Unwin, Ltd., 1929, p. 271.

³ George S. Counts, *The American Road to Culture: A Social Interpretation of Education in the United States*, New York: The John Day Co., 1930, pp. 84-85.

mission on The Reorganization of Secondary Education of the National Education Association in 1918 stated that the comprehensive high school administered properly was a "better instrument for unification" than the specialized high school and that, regardless of the policy adopted for senior high schools, junior high schools "must be of the comprehensive type."¹

3. The "omnibus" type of post-primary school makes it easier for pupils to make a wise choice of curriculum and at the same time it offers more chances for transfer from one course to another. Thus, the danger of too early specialization is eliminated, particularly when the decision is determined largely by the results of examinations.²

4. Since the salaries of head masters are affected by the size of the enrollment, the "omnibus" type of school removes any cause for rivalry in the same or overlapping areas.

5. It is a more practical type of post-primary school in areas where there is an insufficient number of children to organize separate advanced division and secondary schools large enough to allow for a variety of courses and adequate staffing along with economical operation.

The important arguments which have been advanced against the "omnibus" school follow:

1. It is less efficient than a separate school.
2. There is danger of a leveling down, handicapping the most capable pupils, especially if proper classification is prevented.³ The "omnibus" type of school tends to become too large.

3. It is difficult to secure a head master who is interested in all types of courses. According to some administrative officers, the head master of an "omnibus" school becomes "a clerk and a nonentity." This type of argument reveals an outstanding difference between the typical head master of a secondary school in Scotland and the typical principal of an American junior high or senior high school. The

¹ *Cardinal Principles of Secondary Education*. U.S. Bureau of Education, Bulletin No. 35, 1918, pp. 24-25.

² Godfrey H. Thomson, *op cit*, p. 275.

³ *Ibid*, p. 274.

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former has been trained as a scholar in special academic or scientific subjects, including general professional training, and has obtained his position on the basis of successful teaching experience. Consequently, he finds it difficult to take a broad social view of the function of post-primary education. The latter has in many cases pursued no subject-matter field especially far, has received considerable special professional training, and has had some successful teaching experience, but has a more generalized and socialized viewpoint toward adolescent education.

4. The academic tradition of the secondary schools may dominate the advanced division courses and thereby increase the difficulty in developing a curriculum properly balanced between the literary and practical.

5. In the "omnibus" school pupils of below-average ability tend to be ignored by teachers and other pupils and as a result develop feelings of inferiority.

5. SIZE OF ADVANCED DIVISION SCHOOLS

Table 25 shows for the school year 1934-35 the distribution of the primary advanced division schools in the various education areas according to the size of post-primary enrollments, arranged according to geographical divisions. The unusually large number of schools with very small advanced division "tops" is the most striking fact revealed. The vast majority of the "tops" in the Northern division had an enrollment of less than 20 pupils. In fact, many of these schools enrolled only two or three pupils. Only 9 schools, 6 of which were in the City of Aberdeen, enrolled over 300 pupils in the advanced division courses. Even in the Central region with a concentrated population in most sections there was a considerable number of advanced division schools with an enrollment under 100 pupils. In Dundee, Edinburgh, and Glasgow combined there were 24 advanced division schools, each of which enrolled over 1,000 pupils. Most of the schools with advanced division courses in the Southern section had fewer than 30 pupils above the qualifying stage.

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TABLE 25 DISTRIBUTION OF THE NUMBER OF ADVANCED DIVISION SCHOOLS UNDER THE PRIMARY CODE IN THE VARIOUS EDUCATION AREAS ACCORDING TO SIZE OF POST-PRIMARY ENROLLMENTS, 1934-35*

Education Area	Number of Schools with an Enrollment										Total
	0-9	10-19	20-29	30-49	50-99	100-199	200-299	300-399	400-499	500 and Over	
<i>Northern Division</i>											
Zetland	46	14	1	—	—	1	—	—	—	—	62
Orkney	30	14	5	—	—	—	—	—	—	—	49
Caithness	27	1	—	—	—	—	—	—	—	—	28
Sutherland	14	3	—	—	1	—	—	—	—	—	18
Ross and Cromarty	70	24	9	6	2	—	—	—	—	—	111
Inverness-shire	119	54	10	8	1	—	—	—	—	—	192
Moray and Nairn	16	12	1	4	1	1	—	—	—	—	35
Banff	17	9	3	7	5	—	—	—	—	—	41
Aberdeen (Burgh)	—	1	—	—	1	1	—	—	1	6	10
Aberdeenshire	43	44	16	17	7	2	—	—	—	—	129
Kincardine	20	7	1	4	1	1	—	—	—	—	34
Angus	32	16	5	—	—	2	—	—	—	—	57
Perth and Kinross	61	10	8	4	7	2	—	2	—	—	97
Argyll	96	3	3	—	1	—	—	—	—	—	103
Bute	8	3	1	—	—	1	—	—	—	—	13
<i>Central Division</i>											
Dundee (Burgh)	—	—	—	—	—	1	1	—	—	4†	6
Fife	5	8	5	9	13	6	5	3	—	2	56
Clackmannan	—	—	—	2	1	1	1	—	—	—	5
Stirling	4	4	4	8	11	6	2	1	—	2	42
East Lothian	3	—	—	1	4	—	—	—	—	—	8
Midlothian	2	7	6	3	3	5	1	1	—	—	28
Edinburgh (Burgh)	—	—	—	1	4	2	2	1	1	5‡	16
West Lothian	—	—	—	3	4	4	—	1	—	1	13
Dunbarton	—	4	—	1	6	2	2	1	—	—	16
Renfrew	2	4	3	4	5	9	6	2	—	1	36
Glasgow (Burgh)	—	1	—	1	—	21	11	5	2	15§	56
Lanark	23	11	6	6	20	14	5	3	—	7	104
Ayr	11	23	13	11	8	18	3	—	1	—	88
<i>Southern Division</i>											
Berwick	18	1	1	3	1	1	—	—	—	—	25
Peebles	5	1	1	1	1	—	—	—	—	—	9
Selkirk	—	—	—	—	—	1	1	—	—	—	2
Roxburgh	6	1	3	1	1	—	—	—	—	—	14
Dumfries	1	3	2	5	1	3	—	—	—	1	16
Kirkcudbright	7	5	1	2	—	—	—	—	—	—	15
Wigtown	6	6	2	1	—	1	—	—	—	—	16
Total	695	296	112	113	119	106	40	20	5	44	1,550

* Scottish Education Department, *Statistical Lists of Grant-earning Day Schools and Institutions and of Continuation Classes and Central Institutions for the Year 1934-35*, Table I, pp 4-75

† Enrollment over 1,000 in each school.

‡ Enrollment in each of three schools over 1,000

§ Enrollment over 1,000

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6. INTERNAL ORGANIZATION OF ADVANCED DIVISION SCHOOLS

The internal organization of advanced division schools varies considerably, depending upon the type and size of the school and upon the head master. The largest advanced division schools have tended to adopt the same type of organization as the secondary schools,¹ partly because of the specialized nature of the training and qualifications of teachers² and partly because head masters of these schools have been prone to imitate the secondary schools. The general organization of a large school consists of a head master, first assistant or second master, a lady superintendent, a specialist principal teacher for each important subject, and specialist assistant teachers. In a school of moderate size assistant head masters and lady superintendents are not used and teachers have to combine subjects. In small two-teacher schools the head master is usually responsible for the instruction of the advanced division courses in addition to the instruction of senior classes of the primary school. In many small advanced division schools itinerant or visiting specialist teachers are responsible for the more specialized practical and technical subjects. That the visiting specialist teacher has been increasingly used in this connection is shown by the fact that the total number of such teachers employed in more than one school grew from 789 in 1924 to 1,907 in 1936.³

The head master, usually a man who has attained his position as a result of considerable experience as a specialist assistant or principal teacher, occupies an influential place in the community and a dominant position in his school. He has definite ideas relative to the organization and administration of his school. Compared with the principal of a junior high or high school in the United States, the head master of an advanced division or secondary school in Scot-

¹ Scottish Education Department, *General Reports for the Year 1925*, Western Division, p. 44.

² Scottish Education Department, *General Reports for the Years 1930-33*, Western Division, p. 42.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland, 1924-25*, Table X, p. 40; for the Year 1936, Table VIII, p. 74.

land is apparently permitted to exercise more initiative in determining the important policies of his school and in the control of the staff. Because of the traditional position of the parish school master and the short time in which the county organization has been in existence, he tends to be individualistic in his conception of managing a school and objects to too much uniformity and supervision. Thus, each school tends to have an individuality more than in the United States.

The head master is responsible to the local education authority, and to the local school management committee in certain minor matters, for the complete organization and control of his school and for the efficiency of his staff. In the large schools he is furnished with a secretary; delegates duties to the assistant master; through the lady superintendent, exercises supervision over the girls; advises with the principal teachers of each subject, holding them responsible for efficiency in their departments. He holds occasional staff meetings, particularly at the beginning of each term. He prepares schemes of work, subject to the approval of the Department, if the scheme is different from the approved scheme for the burgh or county area; selects textbooks; and arranges time tables. He spends considerable time in administering schemes of promotion, especially where he has a primary department, and in the classification of new pupils. He must keep exclusively a log-book and the admission register and see that other required registers are kept accurately.¹ In every respect he is head of the school.

The specialist subject organization in the advanced division schools has been the subject of considerable discussion. In so far as the change has aided in placing the instruction of the pupils of these courses on the same quality level as that of pupils in the first three years of the post-primary departments of the secondary schools, it has been regarded as a step in the right direction.² It is the contention of

¹ Scottish Education Department, *Code of Regulations for Day Schools in Scotland*, 1923, Appendix No. 11B.

² "The General Reports" (Leader), *The Scottish Educational Journal*, Vol. XI, June 1, 1928, p. 645.

some educationists that the specialist system should be restricted to such subjects as art, science, and physical education¹

A number of defects of the complete specialist system has been pointed out. In the first place, difficulty is sometimes experienced in securing English specialists with additional qualifications in such subsidiary subjects, as history and geography and in finding science teachers qualified to teach two of the three main subjects—physics, chemistry, and biology.² A more fundamental weakness of the specialist subject organization is its effect on the pupils. It requires a sudden and far-reaching transition for pupils of twelve years of age to make upon promotion from the primary department where they have been under one teacher for several years in some cases. Furthermore, the short time spent in the advanced divisions by many pupils requires the personal interest of a class teacher to assist them in their adjustment. An inspector wrote in his report in 1933 that pupils attending the advanced divisions for one or two years "would be much better cared for if taught by fewer teachers."³ Finally, the accumulation of measurable knowledge is emphasized, while genuine education and character development are neglected.⁴

In 1917 the Scottish Education Reform Committee, which criticized the specialist system severely, especially in the early years of intermediate education, suggested that during the first two years of a post-primary course groups of cognate subjects might well be taught by the same teacher who would act as a form master.⁵ In some schools class or form masters have been selected as advisers. According to an inspector: "Where specialist instruction is the rule, it will be well for the pupils to know and feel that they

¹ "Problems of the Advanced Divisions," Summary of an address by Frank Beaumont, a secondary school head master, *The Scottish Educational Journal*, Vol. X, December 23, 1927, p. 1276.

² Scottish Education Department, *General Reports for the Years 1930-33*, Western Division, p. 42; *for the Years 1933-36*, Western Division, p. 12.

³ *Ibid.*, *for the Years 1930-33*, p. 42.

⁴ "Article 39" (Leader), *The Scottish Educational Journal*, Vol. IX, June 18, 1926, p. 611.

⁵ *Reform in Scottish Education 1917*, pp. 45-46.

‘belong’ to one teacher, who is more to them than any other.”¹

Although the system of visiting specialist teachers has improved the staffing and raised the standards of teaching of art, music, craftwork, and physical training in the small schools with advanced division courses,² it is impracticable in certain regions on account of the great distance between schools, and has inherent undesirable effects on the internal organization and instruction of the schools.³ The visiting specialist teacher is not likely to understand and appreciate the influence of the local community life upon each school over which he has control of his subject. Since he is only a part of the organization, he cannot fully understand the pupils whom he teaches and is likely to have little influence upon their lives. In the case of the rural specialist the fixed period of his visit may not coincide with weather conditions and seasonal changes which affect outdoor occupational subjects; his specialist training makes him prone to take a narrow view of education, looking upon pupils as future farm workers and not as individuals to be educated in the broadest sense, and his methods may be too narrowly vocational.

One of the most difficult problems in the organization of the advanced division schools grows out of different entering and leaving dates. Since pupils are admitted at least twice a year and may leave three times during the school year, frequent reorganization is made necessary. Homogeneous grouping is possible only in the largest schools and appears to be little used. Classification is based in most schools on the results of the qualifying examination, teachers’ estimates, and chronological age. In some schools intelligence and standardized achievement tests are used to some extent. At each leaving date during the school year the classes grow smaller and readjustments are required. In secondary

¹ Scottish Education Department, *General Reports for the Year 1925*, Western Division, p. 44.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 11.

³ John Mason, *A History of Scottish Experiments in Rural Education*, London. University of London Press, Ltd., 1935, pp. 155-56.

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schools, where advanced divisions are included in the organization, the pupils enter only at the beginning of the school year, and only the problem of decreasing size of classes has to be solved.

7. HOME AND SCHOOL RELATIONS

The school management committee system inaugurated by the Act of 1918 laid the foundation for better home and school relations. Consequently, attention has been increasingly focused upon the development of cooperation between parents and the school. In a circular in 1929 the Department asked local authorities to consider again with the teachers the best means of establishing cooperative relations between parents and the schools.¹ In April, 1934 the Department issued a specific circular on home and school relationships and invited the local authorities to inform it relative to their views and to keep it informed of the development of their plans.² The response to the circular varied from disdain in some quarters to wholehearted acceptance in others.³ However, both in 1935 and in 1936 the Department reported steady progress in the movement to develop cooperation between home and school.

The varied methods which have been adopted to improve home and school contacts consist of three main types.⁴ First, special school occasions, as concerts, sports days, and prize-giving days, are employed to develop the goodwill of parents. Second, parents' days are held annually in most sections of the country, especially in the urban and town areas. A very successful "Education Week" was held in Edinburgh in 1936. In 1937 the Education Committee of the counties of Moray and Nairn conducted a "School Week." Third, parent-teacher associations have been

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1933*, p. 34.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1934*, p. 37.

³ "Parents and Schools" (Leader), *The Scottish Educational Journal*, Vol. XVII, April 20, 1934, p. 481.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1935*, pp. 17-18.

organized in some schools and the movement is growing gradually. In 1936 there were in existence two parent-teacher associations in Elgin, one in Dundee, one in Perth, five in Fifeshire, one at Alloa for the city schools, ten for twenty-five schools in Edinburgh, one at the University of Glasgow for the entire City of Glasgow, six in small country schools in Wigtownshire, and some in Kirkcudbrightshire.¹ The association at the Demonstration School in connection with Dundee Training College was in its seventh year in 1936. The one at Glasgow University had been organized for several years. No doubt a number of associations were not reported.

8. RELATIONS OF SCHOOLS AND INDUSTRY

During the last decade considerable attention has been given to the improvement of the contacts between the schools and industry. In 1926 the Committee on Education and Industry was appointed to investigate the relations of education and industry, "With particular reference to the adequacy of the arrangements for enabling young persons to enter into and retain suitable employment"² The Committee issued two Reports, one in 1927 and one in 1928, in which recommendations were made on how the schools might better meet the requirements of trade and industry and on how the existing arrangements for advising and placing juveniles in employment might be maintained and developed.³ Various suggestions of the Committee have been adopted and the Department and educationists have been active in their attempts to make post-primary education more effective and functional without making it narrowly vocational.

In 1930, in connection with the changes required by the

¹ Scottish Education Department, *General Reports for the Years 1933-36*, Northern Division, p. 69; Southern Division, p. 111, Edinburgh Corporation Education Committee, *Education Week*, 1936, p. 224; Letter from Mr. Neil S. Snodgrass, head master of Dundee College Demonstration School, February, 1936.

² Committee on Education and Industry in Scotland, *First Report*, 1927, p. 3.

³ *Ibid*, *First Report*, 1927, pp. 28-30, *Second Report*, 1928, pp. 36-38.

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Local Government (Scotland) Act of the previous year, the Ministry of Labour altered the constitution of Local Committees for the Juvenile Employment Act which were set up in 1909. The membership of a model committee was to be composed of a chairman appointed by the Ministry itself and of representatives of the local education authority, teachers, employers, workpeoples, and other persons interested in the employment and the welfare of boys and girls. The functions of the Committee were (1) to offer vocational advice to boys and girls between the school-leaving age and eighteen years of age, (2) to assist them in obtaining suitable employment, and (3) to supervise them during the beginning stages of their industrial life.¹ The Department called attention to the changes in the constitution and organization and offered suggestions to education authorities and head teachers on how they could cooperate with the Committees.² In 1936 there were thirty-two such committees in Scotland.³ In addition, Glasgow had a Careers Council for secondary school pupils which has operated with increasing success since its organization in 1933.⁴ Furthermore, many advanced division schools have established close cooperation with local employers.

9. SUMMARY

1. The upward, wave-like movement of enrollment in the post-primary departments continued between 1924-25 and 1934-35. The percentage of the total school population enrolled in the post-primary departments increased slowly and irregularly from 18 in 1924-25 to 22 in 1933-34.

2. For the country as a whole the percentage of the total average number of pupils enrolled in the advanced divisions under the primary school Code fluctuated between 46 and

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1930-31*, pp. 35-36.

² Scottish Education Department, *Circular 83*, October 22, 1930.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 20.

⁴ Scottish Education Department, *General Reports for the Years 1933-36*, Western Division, pp. 31-32.

49, but the percentage showed wide variations among the local areas in 1934-35. Between 1924-25 and 1935-36 more than 90 per cent. of the total average number of advanced division pupils were enrolled in the first two years, with a tendency for a larger percentage of pupils to continue until the third year or beyond, while more than 80 per cent. of the secondary pupils were enrolled in the first three years.

3. By far the most common type of advanced division school has been a primary school with a "top" in which one or more advanced division courses of one, two, or three years in length have been organized. In 1934-35 there were approximately 43 separately organized central advanced division schools, mostly in the large urban areas.

4. Advanced division courses, especially the three-year literary courses, have been incorporated in the secondary school organization, the degree of unification varying from an almost total separation from secondary courses to an integrated or "omnibus" organization.

5. The vast majority of advanced division schools have had extremely small enrollments.

6. The large advanced division schools have been organized on lines similar to the secondary schools. In the small schools the head master offers the advanced division courses, frequently assisted in practical and technical work by one or more visiting specialists. The head teacher, most usually a man, is clothed with considerable power in the organization and control of his school.

7. The chief difficulties and weaknesses in organizing advanced division schools have been connected with the specialization of teachers, the visiting teacher system, and the various entering and leaving dates.

8. The Department has emphasized the improvement of home and school relations, especially since 1929. Besides special occasions and parents' days, parent-teacher associations have been organized in a gradually increasing number of schools.

9. During the last decade efforts have been increasingly put forth to develop more effective co-operation between the schools and industry.

Chapter IX

EDUCATION OF TEACHERS AND STAFFING OF ADVANCED DIVISION SCHOOLS, 1918-36

SINCE the Education (Scotland) Act of 1918 required local education authorities to contribute to the cost of the training colleges and granted to them a share in the control of these institutions, the administration of teacher training for the entire country was reorganized in 1920 by the establishment of the National Committee for the Training of Teachers¹ as a central agency for the Provincial Committees created by a Minute of the Department in 1905. The unification of the system was completed in 1920 and 1921, respectively, by the voluntary transfer of the control of the three Church training colleges and the Dunfermline College of Hygiene to the National Committee.² In 1924 the regulations governing the training of teachers were modified in several important respects.³ The junior student system, which had replaced the pupil teacher system in 1908, was discontinued and the leaving certificate was made the passport to full training for women, while men were required to hold a university degree or a diploma from a recognized central institution. Probation was strengthened by providing that teachers on probation should teach only in schools approved for that purpose.⁴ Revised regulations for the training and certification of teachers were issued in 1931.⁵

¹ *Education (Scotland) Act, 1918* (8 & 9 Geo 5, ch 48), Section 9 (3); Scottish Education Department, *Training of Teachers: Report for the Years 1928-30*, p. 3.

² Scottish Education Department, *Training of Teachers. Report for the Years 1928-30*, p. 3.

³ *Ibid.*, p. 5.

⁴ *Ibid.*, p. 6.

⁵ Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1931.

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I. QUALIFICATIONS OF TEACHERS FOR ADVANCED DIVISION SCHOOLS

An outstanding advance was made in the new regulations relating to the preparation of teachers for the advanced division courses. For supplementary courses the qualifications of teachers had been guaranteed only in practical subjects. The regulations for the training of teachers and the conditions laid down in the primary Code were broadened to include all subjects in the advanced divisions and the first three years of the secondary schools.¹ Except in domestic subjects, qualification under the revised regulations could be obtained during the course of training only by ordinary or honours graduates of an approved university, by diploma-holders of a recognized central institution, and by those who had completed an approved course of training of not less than three years. Such persons received upon their certificates an entry conferring a qualification to teach certain specified subjects in the advanced division schools conducted under the day school Code or in schools conducted under the Regulations for secondary schools, where the services of a teacher more highly qualified might not reasonably be required.² Holders of the teacher's special or the teacher's technical certificate might also receive corresponding endorsements on their certificates.

Qualification to teach in an advanced division school or in the corresponding years of a secondary school may be secured in a variety of ways, varying for men and women. The minimum qualification permitted is that of non-graduate women.

2. EDUCATION OF NON-GRADUATE WOMEN TEACHERS

Non-graduate women students who expect to qualify to teach in the first three years of a post-primary course must

¹ Scottish Education Department, *Training of Teachers: Report for the Years 1922-24*, p. 5, *Code of Regulations for Day Schools in Scotland*, 1923, Article 14.

² Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1924, Article 39.

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obtain a general certificate and prepare specifically to teach an advanced division subject. Three years are required for the former and one year for the latter. The curriculum for the general certificate comprises certain professional subjects, including adequate practice in teaching, laid down by the Department, to which are added approved subjects of general education.¹ Below is an outline of the subjects and hours of a three-year course for non-graduate women in the Dundee Training College :

<i>First Year</i>	<i>Hours</i>
Physical Education	60
Methods and Practice of Teaching	250
Singing	30
English	60
History	30
Nature Study	60
Geography	30
Principles of Arithmetic and Method	60
Religious Instruction	30
Drawing	60
Needlework	60
 <i>Second and Third Years</i>	 <i>Hours</i>
Physical Education (Hygiene, Physical Exercises, etc.)	150
Theory and History of Education	90
Principles of Teaching (including Psychology, Logic, and Ethics)	110
Methods and Practice of Teaching (General)	270
Methods and Practice of Teaching (Rural Schools)	30
Phonetics and Voice Production	60
Singing (minimum course)	60
English Language and Literature	120
History	40
Nature Study	100
Geography	60
Mathematics (including Arithmetic)	60
Drawing, Needlework, and Handwork (minimum course)	180
Religious Instruction	60

Additional Courses

Courses in two or more of the following Article 37 subjects : needlework, drawing, special singing, educational handwork.²

If, in addition to the leaving certificate or its equivalent,

¹ Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1931, Articles 18-23.

² St. Andrews Provincial Committee for the Training of Teachers, *St. Andrews and Dundee Training Centre*, Session 1935-36, p. 7.

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non-graduate women have completed satisfactorily an approved one-year course of preliminary training, they are permitted to enter the second year of a three-year training college course. This method of entering the training colleges has declined in recent years and appears to be on the way to abolition. The revised regulations of 1931 abolished preliminary training concurrent with the leaving certificate course ; required that candidates for a preliminary training course spend one year in a secondary school after they had gained the leaving certificate or its equivalent ; and permitted non-graduate women to be admitted to a full course of training without preliminary training.¹ The Advisory Council in a *Report*, published in 1935, recommended the discontinuance of preliminary training for teachers.²

After this course for the general certificate non-graduate women may qualify to teach art, commercial subjects, domestic subjects, industrial subjects, or rural subjects by taking a special course of one year. The following course in domestic subjects is offered at Dundee Training College :

<i>Subjects</i>	<i>Hours</i>
Cookery	255
Laundry Work	90
Housewifery	90
Needlework and Dressmaking	135
Science	30
Methods and Practice of Teaching Domestic Subjects	90 ³

Women admitted with the leaving certificate may take a three- or four-year course of training for the general certificate, either of which may include attendance at certain approved university courses. These courses do not lead to a university degree. A number of students, however, include in their four-year course the full curriculum for a university degree or the diploma of a central institution, and thus

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1931*, p. 33

² Scottish Education Department, *Report of the Advisory Council to the Scottish Education Department as to The Training of the Woman Primary School Teacher*, 1935, p. 4.

³ St. Andrews Provincial Committee for the Training of Teachers, *op. cit.*, p. 12.

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qualify for teaching certain subjects in advanced division or secondary schools.¹

3. EDUCATION OF GRADUATE MEN AND WOMEN

In the case of men a minimum of four years beyond the leaving certificate is required for preparation to teach in an advanced division and the first three years of a secondary school. Either approved concurrent degree courses in a training college and university or central institution, or at least one year and one term in a training college after a university degree or a diploma from a central institution has been obtained, are required for the teacher's general certificate.²

Men or graduate women students may obtain a special teacher's certificate to teach subjects in the secondary schools or advanced divisions either apart from or in addition to the general certificate. For admission to training for this special qualification students must hold an approved university degree with first- or second-class honours in the subject for which qualification is desired.³ Applicants who have obtained such honours after graduation may be admitted also. Students admitted in training for a special teacher's certificate undergo a one-year approved course of theoretical and practical training, including adequate instruction and practice in general method as well as in their special subjects, and during the period of practical training, in the organization and management of secondary schools.⁴ Prospective teachers of any modern language other than English are required to submit to such further test (oral or other) of knowledge of the language as the Department cares to impose and to spend a year of approved study in some country where the language is spoken.

Finally, students who desire to teach certain technical subjects in the advanced divisions or secondary schools may

¹ Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1931, Articles 24 and 25.

² *Ibid.*, Articles 24 and 25.

³ *Ibid.*, Article 43.

⁴ *Ibid.*, Article 44.

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qualify by obtaining a teacher's technical certificate or secure endorsements upon the general certificate. The technical certificate is granted to the holders of a diploma from an institution recognized for that purpose on the condition that they have reached a satisfactory standard of general education before beginning the diploma course and have completed successfully a course of professional training approved by the Department.¹ In individual cases an applicant may be granted the certificate or endorsement provided evidence of corresponding attainments and skill in teaching the technical subject is furnished to the Department. A certificate or endorsement for technical subjects qualifies one for teaching only the subjects specified, unless in addition the holder has a general certificate.²

4. IN-SERVICE EDUCATION OF TEACHERS

Teachers in actual service who hold a general certificate may obtain the additional qualification to offer instruction in a subject in an advanced division or in the corresponding courses in the secondary schools by completing during the summer or at other times courses approved for that purpose. In the case of teachers who began service before 1906, practical attainment and success in teaching the relative subjects are considered toward the qualifications.³

In the case of all courses in the various institutions the credit system is not used as in American colleges. The courses are taken as a whole and students are graded in terms of their proficiency in all the subjects.

5. PROBATIONARY PERIOD AND FINAL CERTIFICATION

After prospective teachers have completed the requirements for the certificate or certificates and have met the conditions as to age and physical capacity required by the superannuation rules, they receive a probation certificate.⁴

¹ Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1931, Article 47.

² *Ibid.*, Article 48.

³ *Ibid.*, Article 55.

⁴ *Ibid.*, Article 34.

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Then they serve at least two years in schools approved for the purpose where they are required to secure adequate experience in teaching the appropriate subject or subjects. The inspector of the district, after considering the reports of the principal teachers and after any desired investigation, may recommend that the appropriate teacher's certificate be granted. The certificate is permanent to the age of 60 or 65, when superannuation begins—optional at the lower age and compulsory at the upper age.¹

6. BROADER EDUCATION FOR TEACHERS OF RURAL ADVANCED DIVISION COURSES

To eliminate the weaknesses of the visiting specialist system, attempts have been made in recent years to improve the education of teachers for rural schools. The Committee on the Advanced Division Curriculum in its *Report* in 1931 suggested that more specific provisions should be made for the preparation of prospective teachers of country schools during their course of training and for supplementary courses for such teachers already employed ; that a course of training should be designed to prepare the rural-science teacher on broad, liberal lines to enable him to share in the general work of the school ; to equip him to make use of the rural environment as a basis for general education, not to give vocational training ; to qualify him to do general teaching in all kinds of schools ; and to give him specialized and practical training based upon the rural environment.²

Mason, who has experimented with staffing and rural courses for advanced division pupils a number of years, has developed an integrated curriculum based upon school garden, laboratory, and workshop activities and taught by a permanent staff of teachers.³ At the same time he has been

¹ Scottish Education Department, *The Regulations for the Preliminary Education, Training, and Certification of Teachers for Various Grades of Schools (Scotland)*, 1931, Articles 49 and 50.

² Scottish Council for Research in Education, *Curriculum for Pupils of Twelve to Fifteen Years (Advanced Division)*, London : University of London Press, Ltd., 1931, pp. 286-87.

³ John Mason, *A History of Scottish Experiments in Rural Education*, London : University of London Press, Ltd., 1935, p. 154.

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active in training rural-science teachers to handle the unified type of advanced division curriculum. Furthermore, a special post-graduate rural course for ordinary university graduates has been introduced at Dundee Training College. It extends to one year and one term and is designed to fit the students for teaching in either city schools or in advanced division schools with a rural bias. As a rule, only students who have completed two science subjects in their university course are admitted. The subjects of the course, including the hours required in each subject, are outlined below :

<i>Subjects</i>	<i>Hours</i>
Physical Education (Hygiene, Physical Exercises, etc.)	90
Theory and History of Education	100
Principles of Teaching (including Psychology, Logic, and Ethics)	90
Methods and Practice of Teaching (city schools)	200
English Language and Literature	30
Phonetics and Voice Production	30
Singing (minimum course)	30
Geography (including Elementary Geology and Astronomy)	30
Religious Instruction	30
<i>Rural Subjects</i>	
Rural Economy	30
This Course will consist of	
(a) Lectures on Agriculture, Dairying, and Farming Interests generally, which will show the student how the subjects of his Science Courses find application in these subjects, and how instruction in a Rural Advanced Division may be linked with the life interests of pupils	
(b) Lectures on Rural Community Life, Social Conditions and Problems	
	<i>Hours</i>
School Gardening	90
Benchwork (including Laboratory Arts)	120
Short courses in the practical application of such of the following sciences as have not been included in University Course— Physics, Chemistry, Botany, Zoology—each subject.	30
Organization, Management, and Methods of Teaching of Rural Schools of different types	10
Planning and Methods of Teaching of Rural Advanced Division Courses	10
Practice in Teaching in selected Rural Schools of different types	180 ¹

7. APPOINTMENT AND PROMOTION OF TEACHERS

Teachers are appointed and promoted by the local education authority. The general practice is to have a sub-committee on staffing or an appointments committee, with the director of education as adviser, to prepare a short

¹ St Andrews Provincial Committee for the Training of Teachers, *op. cit.*, p. 6.

"leet," or selected list, from applicants, usually from within the local area, but sometimes from other sections of the country, if the vacancy has been advertised. The short "leet" is then submitted to the entire education committee which interviews the applicants at a meeting and makes the appointment. Although canvassing for appointment and promotion is prohibited by some local education authorities, it is an almost universal practice.¹ Teachers dislike the practice but feel that it is necessary. The director of education, in contrast to the power of appointment exercised by school superintendents of city and centralized county systems in the United States, acts largely in an advisory capacity in making appointments and promotions. The influence which the director of education exerts in this connection, as in other matters, varies among the local authorities. Although teachers are dissatisfied with the present method of appointment and promotion, they prefer it rather than to have the director of education wield strong appointive power.² Teachers sign a contract for particular schools, unless as a relief teacher, but may be transferred by the education committee when the necessity arises. After a certificated teacher has been fully accepted into service, he has definite legal and tenure rights which prevent capricious dismissal.³

8. GRADUATES VERSUS NON-GRADUATES

A marked improvement has been made since 1924 in the general level of education and qualification of the teaching personnel. The increase in the number of teachers who are university graduates has been a striking feature of teacher education and staffing during the last two decades. Between 1924 and 1936 the number of women graduates employed in the schools of Scotland increased from 2,359 to 5,974; the number of men graduates rose from 3,113 to 5,594; and the total number of graduate teachers increased from 5,472, almost 22 per cent. of the 25,208 teachers em-

¹ "Promotion" (Leader), *The Scottish Educational Journal*, Vol. XIX, December 4, 1936, p. 1467.

² *Ibid.*, p. 1467.

³ *Education (Scotland) Act, 1918* (8 & 9 Geo. 5, ch. 48), Section 24

ployed in all types of schools, to 11,568, slightly over 40 per cent. of the 28,789 teachers employed in all types of schools.¹ While all graduate teachers have not gone into the post-primary school, the vast majority has. During the same time that the number of graduates has been increasing a large decline has taken place in the number of non-graduate women. In 1924, 837 of the candidates for the general certificate admitted into training were non-graduate women, while in the 1936-37 session only 309 non-graduate women were admitted.² For several years, beginning with the session 1932-33, a limit was placed at 800 on the number of graduate students allowed to enter the four training centers in order to reduce the over-supply of teachers. However, it was not necessary at any time to restrict the number of non-graduate women entrants.³

The growing preponderance of graduate teachers over non-graduate women teachers has created a sharp cleavage of opinion relative to the best type of education for women teachers in the primary schools. The ideal of a teaching profession composed entirely of graduates has long been held by the Educational Institute of Scotland. However, it has been opposed in several quarters. It was argued in 1924 by one of the chief inspectors for the training of teachers that all male teachers should be graduates but "graduation for all" was not desirable for two outstanding reasons. First, there was not a sufficient supply to go around. Second, the best teachers of young children were not drawn from the graduate ranks.⁴ The rapid increase in the supply of graduate teachers since 1924 has shown that the ideal of a graduate teaching profession is not impossible from that standpoint. However, on financial grounds, doubt has been expressed as to the country's ability to support such a large body of

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1932*, Table IX, p. 63; for the Year 1936, Table VIII, p. 74.

² *Ibid.*, for the Year 1932, Table VIIIb, p. 60; for the Year 1936, Table VIIa, p. 71.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 36.

⁴ Scottish Education Department, *Training of Teachers: Report for the Years 1924-26*, pp. 3-4.

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teachers as now exists in Scotland.¹ The Committee on Local Expenditure in Scotland in its *Report* in 1932 recommended that the proportion of suitably trained non-graduate teachers should be increased; that the Government should reduce the minimum national scales of salaries for teachers of 1928 by 15 per cent. for new entrants of all grades; that the local education authorities should generally reduce existing salary scales by 12½ per cent., inclusive of any reductions made after 1929; and that salary increments for the first eight years of service should be made on a biennial instead of an annual basis, with corresponding adjustments for teachers who had not reached the maximum of their respective scales.² The Committee also recommended larger classes and a reduction in free periods of teachers.

As to the argument that graduate teachers do not make the most effective teachers of children between five and twelve years of age, the Department in 1933 asked its Advisory Council to conduct an investigation relative to the best type course to equip a woman for teaching such pupils.³ The Council in its *Report* in 1935, based upon the bulk of evidence, stated that a university degree was not essential for women teachers of pupils between the ages of 5 and 12. Instead of a degree the Council recommended an extended period of training, including more practice in teaching. It suggested that a four years' course to be "taken in its entirety" should be instituted for such teachers at a training college, and that the course of practical preliminary training should be discontinued. After outlining the general essentials of the course, the Council further suggested that in suitable cases students should be encouraged to take not more than four university classes, preferably selected by the student for cultural rather than for training purposes.⁴

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1932*, p. 11.

² *Report of the Committee on Local Expenditure (Scotland)*, November, 1932, pp. 23-24.

³ Scottish Education Department, *Report of the Advisory Council to the Scottish Education Department as to the Training of the Woman Primary School Teacher*, 1935, pp. 2-3.

⁴ *Ibid.*, pp. 3-4.

The Scottish Educational Journal expressed agreement with the majority of the proposals. However, on the major issue of graduation versus non-graduation, it said, "we regret that the policy of the Institute, once more defined at the last Annual General Meeting as graduation for all Chapter III teachers, has not been fully adopted."¹

9. ADEQUACY OF STAFFING IN ADVANCED DIVISIONS

From the beginning the Department took the position that the success of the advanced divisions depended very largely not only upon the quality but also upon the sufficiency of the staff appointed to teach in them.² The policy adopted by the local authorities was in line with the Department's position, particularly in the three-year courses. Teachers specially approved for advanced division courses and teachers qualified to teach under the secondary school Regulations were appointed to teach the three-year courses. Older teachers who had proved their competence for teaching above the qualifying stage were retained. In most cases the practice was to appoint to the advanced division three-year courses teachers as highly qualified as those of the first three years of the secondary schools.³ At first, there was a scarcity of properly qualified teachers for science in both urban and rural areas.⁴ With the exception of an insufficiency of teachers in the post-primary departments of transferred Roman Catholic schools for several years⁵ and occasional difficulties in finding teachers with the requisite qualifications for particular posts, the advanced division courses in urban areas have been, in general, well-staffed. In some cases where there were deficiencies in staffing of advanced divisions it was due, not to a shortage in supply in the education area, but to improper dis-

¹ "Report of the Advisory Council" (Leader), *The Scottish Educational Journal*, Vol. XVIII, July 5, 1935, p. 915

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1925-26, p. 11

³ *Ibid.*, p. 11.

⁴ *Ibid.*, pp. 11-12.

⁵ Scottish Education Department, *General Reports for the Year 1929-30*, Western Division, p. 42

tribution of specially qualified teachers, or to a lack of teachers with qualification in the combination of subjects desired. In 1936 the Department stated that it had not always been possible to find teachers qualified to teach history and geography in the advanced divisions.¹ Difficulties in staffing advanced divisions in rural areas have been reported a number of times.² In many of the two-teacher schools it has been difficult to secure a properly qualified man head teacher for rural science and industrial courses. The Committee on Education and Industry in Scotland reported in 1928 that the evidence presented to it indicated that the chief hindrance at that time was that there was an inadequate supply of teachers for rural subjects, but that the National Committee for the Training of Teachers were taking steps to lay down the qualifications demanded of rural teachers.³ The chief inspector of the Northern division in 1933 and 1936 reported that the number of specialist teachers in physical training, domestic subjects, art, and music should be increased as the staffs of the schools were not properly qualified.⁴

The extent to which advanced division staffing has been placed upon an equal footing with that of the first three years of the secondary schools cannot be deduced from the statistics, but there is some evidence that, in general, the first three years of the secondary school courses have been staffed with more highly qualified teachers than the three-year courses of the advanced divisions. In 1926 one of His Majesty's Chief Inspectors of Schools commented on what he regarded as a common misconception of the purpose of the special qualification recognized by the Department under Article 39; that is, that this form of qualification was intended to provide teachers for the three-year courses of

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 11.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1925-26, p. 11, 1928-29, p. 11, 1929-30, p. 14, *General Reports for the Years 1933-36*, Northern Division, p. 56.

³ Committee on Education and Industry in Scotland, *Second Report*, 1928, p. 18.

⁴ Scottish Education Department, *General Reports 1930-33*, Northern Division, p. 77, 1933-36, Northern Division, p. 56.

the advanced divisions. He said that this had never been the intention ; that since the advanced divisions were first instituted, the Department had done its utmost to secure that the teachers appointed to the three years' courses should have the same qualifications as teachers appointed to secondary schools to take charge of pupils at the same stage of advancement.¹

“ We find, and shall expect to find, teachers qualified under Article 39 both in secondary schools and in three years' courses, but we shall not expect to find them more numerous in one type of school than in the other. In both classes of schools, wherever it seems practicable, the Department will continue to expect that the teacher in charge of each main subject shall have the full specialist qualifications.”²

As to the two-year courses in the advanced divisions, he stated that the situation was somewhat different, and concluded that at that time they would have to be content if they were able to secure a fair percentage of the teachers with Article 39 qualifications.

In 1930 the Department stated that “ for the most part ” the three-year advanced division schools were “ staffed and equipped on a scale in no wise inferior to that of the secondary schools.”³ However, in 1934 it was stated in *The Scottish Educational Journal* that there was a movement on foot among the teachers of the advanced division schools in Scotland “ to urge upon the Department the necessity of carrying out its own policy with regard to staffing these schools as expressed ” by the Inspector in 1926.⁴ In recent years, due partly to an over-supply of graduate teachers, the large advanced division schools have been staffed with specialist teachers along the same lines as the secondary

¹ Scottish Education Department, *General Reports for the Year 1926*, Southern Division, p. 9.

² *Ibid.*, p. 10.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1929-30*, p. 16.

⁴ “ Advanced Division Schools,” *The Scottish Educational Journal*, Vol. XVII, April 6, 1934, p. 391.

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schools.¹ In an increasing number of cases honours graduates have been employed for advanced division classes.²

10. SIZE OF CLASSES IN FIRST THREE YEARS OF POST-PRIMARY SCHOOLS

The staffing of both the primary and post-primary schools has been improved by a gradual reduction in the size of classes. The primary school Code and the secondary school Regulations which went into force in August, 1923 placed the advanced divisions and the first three years of the secondary schools on the same level as far as the size of classes was concerned. The maximum number of pupils per teacher was set at 40 in the general subjects, at 20 in practical and laboratory subjects, and at 40 in demonstration lessons in practical subjects. For classes below the qualifying stage, the maximum number of pupils was 60 children "habitually" under the charge of one teacher, while the maximum beyond the first three years of the secondary schools was 30.³ The draft regulations for the secondary schools fixed 30 as the maximum size of classes in the general subjects throughout the secondary schools. Due primarily to reducing the cost of staffing and partly, perhaps, to the charge of discrimination against the advanced divisions, the regulations as submitted to Parliament provided for 40 as the maximum size of a class in the first three years of the secondary schools.⁴ In 1928 the maximum size of classes in the primary departments was reduced from 60 to 50 children "habitually" under the charge of one teacher.⁵ The regulation governing the size of classes was amended in 1935, the amendment to become effective from August 1, 1936. The maximum for the number was

¹ Scottish Education Department, *General Reports for the Years 1933-36*, Western Division, p. 12.

² *Ibid.*, Southern Division, p. 93.

³ Scottish Education Department, *Code of Regulations for Day Schools in Scotland, 1923*, Articles 12 and 13, *Secondary Schools (Scotland) Regulations, 1923*, Article 7.

⁴ "Reorganization of Schools" (Leader), *The Scottish Educational Journal*, Vol. VI, August 3, 1923, p. 541.

⁵ Scottish Education Department, *Amendment (1928) of the Code of Regulations for Day Schools in Scotland, 1923*.

left at 50 for the primary departments, at 40 for the first three years of a post-primary department, and at 30 for post-intermediate departments of the secondary schools. However, in each case the number was to be based upon the pupils "on roll" and not upon the number in "habitual" attendance. Only in special circumstances expressly sanctioned by the Department were the set maxima to be exceeded.¹

The size of classes in the advanced divisions and secondary schools has presented two problems: (1) Extremely large classes in the densely-populated sections and (2) extremely small classes in the thinly-populated areas. In some urban areas, where there have been new housing schemes, new school buildings and large schools, post-primary classes have been large. However, even in some large central schools, the organization of large classes has been prevented by the specialized qualifications of the staff.² In the majority of the advanced divisions and secondary schools it has been particularly difficult to organize classes sufficiently large to permit proper classification, course selection, efficient teaching, and economical use of teachers. In 1932 the Committee on Local Expenditure in Scotland found 713 classes in 67 advanced divisions organized under the secondary school Regulations which had fewer than 20 pupils and 449 such classes in the secondary schools.³ The large number of very small advanced division schools under the primary school Code has made it impossible to organize classes which would approach even 20.

The average number of pupils per teacher has fallen considerably since the World War. For several years the Department has reported a decline in the number of unduly large classes in both primary and post-primary departments. The average number of pupils per teacher in the schools, including advanced divisions conducted under the primary

¹ Scottish Education Department, *Amendment (1935) of the Code of Regulations for Day Schools and of the Secondary Schools (Scotland) Regulations*, 1923.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1932*, p. 13.

³ *Report of the Committee on Local Expenditure (Scotland)*, November, 1932, pp. 32-35.

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Code, was 36 in 1919, 33 in 1924, 30 in 1929, 30 in 1934, 29 in 1935, and 28 in 1936.¹

II. SUMMARY

1. Between 1920 and 1921 the administrative control of all teacher training in Scotland was reorganized and unified under the National Committee for the Training of Teachers, a central agency for the Provincial Committees created in 1905.

2. In 1924 the standards of admission to full training were considerably raised by requiring the leaving certificate for women and a university degree or diploma for men. Also the qualification of teachers for advanced division courses was made the same as that of teachers for the first three years of secondary school departments.

3. Qualification to teach subjects or courses in an advanced division school may be obtained in several ways. The minimum qualification may be secured by non-graduate women students by the completion of a course in a training college for the general certificate and a one-year special curriculum for an endorsement to teach a particular subject or course. Women may also qualify for advanced division teaching in four years by concurrent study in a training college and university or central institution.

4. Men and graduate women may qualify in four years to teach advanced division courses by taking a concurrent degree course in a training college and university or central institution or by completing a special one-year and one-term curriculum at a training college after the degree or diploma has been obtained. Holders of special and technical certificates may also teach advanced division subjects or courses.

5. Certificated primary teachers may qualify for advanced division teaching by completing approved refresher courses.

6. All courses are taken as a whole, students being judged according to their proficiency in all subjects.

7. In recent years attempts have been made to broaden

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 12.

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the training of teachers for advanced division courses in rural schools.

8. Teachers are appointed and promoted by the local education authorities on the advice of a special committee and the director of education. After two years' probation and full certification teachers have tenure.

9. With the rapid rise in the proportion of graduate teachers since 1924 difference in opinion has developed as to the best type of training for women teachers of pupils between five and twelve years of age. The Advisory Council in its *Report* on the question in 1935 felt that a degree was not essential for such teachers and recommended a four-year course to be taken solely at a training college.

10. In general, the three-year advanced division courses have been adequately staffed with specialist teachers. Differences of opinion exist as to whether such courses have been staffed with as highly qualified teachers as the corresponding courses in the secondary schools.

11. The size of classes, in general, and the number of abnormally large post-primary classes have been reduced gradually. In the majority of advanced division schools the small class has created difficult problems

Chapter X

CURRICULUM FOR ADVANCED DIVISION PUPILS, 1923-36

IN Scotland pupils enter the primary schools or primary departments of secondary schools at about the age of five. Normally they spend two years, 200 days each, in the infant and junior divisions, respectively, and three years in the senior division. Thus, post-primary pupils at the time of admission to advanced division or secondary schools have completed a seven-year primary school curriculum and under normal conditions have passed some form of qualifying examination.

An idea of the level of attainment reached by Scottish pupils at the qualifying stage may be gained from MacGregor's thorough comparative study with an American standardized educational test.¹ The Public School Achievement Test, Battery A, Form II, was administered in June, 1931 to approximately 6,000 pupils in the county of Fife, almost the entire eleven-year-old group.² The age-range was from 10 years 10 months to 11 years 9 months and the median age at the date of the test was 11 years 4.1 months.³

Table 26 gives the results in terms of equivalent American age-norms. The author concludes that, in general, the level of achievement of the Fife "eleven-year-olds" was 16 months ahead of American children of the same age; that, on the average, in reading, the Fife children were 5 months ahead; in arithmetic computation, 20 months; in arithmetic reasoning, 13 months; in language usage, 24 months; and in spelling, 29 months. After discounting

¹ Gregor MacGregor, *Achievement Tests in The Primary School: A Comparative Study with American Tests in Fife*, Publication of the Scottish Council for Research in Education, VI, London: University of London Press, Ltd., 1934, p. 3.

² *Ibid.*, p. 4.

³ *Ibid.*, pp. 6-7.

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the superiority in intelligence of Fife pupils, he concludes that the results might be considered as applicable to all Scottish pupils who "show a lead in educational achievement of 14 months at $7\frac{1}{2}$ years of age, which, although it decreases slightly, amounts to 12 months between $11\frac{1}{2}$ and 12 years of age."¹ In the opinion of the present writer, after visitation and considerable study, the results were unusually representative of Fife but perhaps somewhat higher than the norm for the country as a whole. Instead of being typical it is one of the most progressive education areas in Scotland.

As to the causes of the better showing of the Scottish pupils the author suggests three: (1) The quality of the teaching staff; (2) a longer school day and school year in Scotland; (3) earlier school entrance of fifteen months.² He stresses the last factor most. No doubt there were several other general influences, as important differences in

TABLE 26. EQUIVALENT AMERICAN EDUCATIONAL AGES CORRESPONDING TO THE FIFE "ELEVEN-YEAR-OLD GROUP," 1931*

Subject	First Quartile		Median		Third Quartile		Difference in Medians in Months
	Years	Months	Years	Months	Years	Months	
Reading	10	3	11	9	13	6	5
Arithmetic Computation	11	3	13	0	14	8	20
Arithmetic Reasoning	11	2	12	5	13	3	13
Language Usage	11	8	13	4	14	7	24
Spelling	12	7	13	9	14	10	29

* Gregor MacGregor, *Achievement Tests in The Primary School: A Comparative Study with American Tests in Fife*, Publication of the Scottish Council for Research in Education, VI, London: University of London Press, Ltd., 1934, Table XVI, p. 47.

the philosophy and practice in education in the two countries—the Scottish tradition of interest in education, faith in general mental training, thoroughness, and the use of

¹ Gregor MacGregor, *Achievement Tests in The Primary School: A Comparative Study with American Tests in Fife*, Publication of the Scottish Council for Research in Education, VI, London: University of London Press, Ltd., 1934, p. 117.

² *Ibid.*, pp. 108-09.

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external examinations. An important factor in explaining the superiority of the Scottish children is that more time is devoted to the tool subjects, particularly to arithmetic, and drill methods are more predominant in the primary school in Scotland than in the United States. However, there is little doubt that teachers in Scotland insist on results, especially knowledge of subject-matter, and obtain better results than American teachers.

I. AIMS AND NATURE OF ADVANCED DIVISION CURRICULUM

The Department in the Code of 1923 and in subsequent regulations governing the award of school certificates laid down the fundamental lines along which the advanced division curriculum has been developed. Although the courses listed for the advanced divisions were longer and broader than the supplementary courses, the main purposes remained essentially the same. "The first and principal aim must be the continuance and development of general education on the moral and physical, no less than on the intellectual, side."¹ The second aim was to provide practical courses with a general vocational bias. The aims were to be attained by a proper balance between general education and training and general vocational subjects. For general and intellectual development, it was "essential that every course should provide for training in Morals and Citizenship, for Music, and for Physical Exercises,"² and for training in certain subjects of a general education. The remainder of the time, after these basic elements were provided for in each course, was to be devoted to practical training and subjects with a bias toward some occupation or vocation in accordance with local conditions, resources of each school, and the needs and aptitudes of individual pupils. The basic principle regarding these subjects was as follows :

"The point at which any specialisation that may be attempted is begun, will depend partly on the length

¹ Scottish Education Department, *Code of Regulations for Day Schools in Scotland*, 1923, Appendix No. 1, p. 10.

² *Ibid.*, p. 10.

of the course and partly on the nature of the special subject to be studied. Normally, the longer the course and the more definitely vocational the subject, the later will be the period to which specialisation is deferred. In one year's courses, however, if such work is to be fruitful, it will probably be advisable to arrange that it should be prominent from the outset. Every course will thus consist of an appropriate combination of subjects and will have a character of its own. That character may be allowed to colour the treatment of the individual subjects included in the course."¹

Table 27 presents a list of the subjects from which graduated courses of one, two, and three years' duration were to be framed for advanced division pupils.² In addition to the general requirement relative to morals, citizenship, music, and physical training, a core of general education was to be included throughout each course. English, history, geography, science, and mathematics, with girls in the two- and one-year courses permitted to substitute arithmetic for mathematics, were to be the required core subjects. Drawing was required in the three-year curriculum. For a three-year course one or more subjects might be selected from a list of practical subjects, commercial subjects, a foreign language, or any other subjects approved by the Department. In the two-year course one or more subjects might be added from drawing, from the list of practical subjects, commercial subjects, or a foreign language, while for the one-year course one or two subjects might be selected from the same list as suggested for the two-year course, with the exception of commercial subjects and a foreign language. The range of the three-year course was such as to allow for courses ranging from the literary type to the very practical type.

In 1932 the regulations governing the award of the day school certificate (higher) were modified to reduce over-pressure on pupils and to encourage more instruction in

¹ Scottish Education Department, *Code of Regulations for Day Schools in Scotland*, 1923, Appendix No. 1, p. 10.

² *Ibid.*, p. 10

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TABLE 27 ADVANCED DIVISION COURSES OUTLINED IN THE DAY SCHOOL CODE, 1923*

Three-year Course	Two-year Course	One year Course
English, History, and Geography	English, History, and Geography	English, History, and Geography
Mathematics and Science†	Mathematics (or, for girls, Arithmetic) and Science	Mathematics (or, for girls, Arithmetic) and Science
Drawing	One or more subjects from	One or two subjects from
One or more subjects from.	(a) Drawing	(a) Drawing
(a) Practical Subjects Technical Drawing, Benchwork, Mechanics	(b) Practical Subjects Technical Drawing, Benchwork	(b) Practical Subjects : Technical Drawing, Benchwork
Navigation, Seaman- ship	Navigation	Navigation
Gardening, Agricul- ture, Dairying	Gardening	Gardening
Needlework, Design, Dressmaking	Needlework (especi- ally Mending, Darn- ing, Cutting Out), Dressmaking	Needlework (especi- ally Mending, Darn- ing, Cutting Out), Dressmaking
Cookery, Laundry- work, Housewifery	Cookery, Laundry- work	Cookery, Laundry- work
(b) Commercial Subjects	(c) Commercial Subjects (a beginning)	—
(c) A Foreign Language	(d) A Foreign Language	—
(d) Any other approved subject	—	—

* Scottish Education Department, *Code of Regulations for Day Schools in Scotland*, 1923, Appendix No 1, pp 10-11

† Mathematics Arithmetic, Algebra, Geometry, Science Subjects. Physics, Chemistry and Biology or Rural Science.

music, morals, and physical training, subjects not included in the examination The usual practice under the regulations presented in *Circular 60* of December, 1923 was to present candidates in five subjects, including either a foreign language or mathematics, or both. According to the revised regulations, candidates might be presented in four

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subjects instead of five and the requirements for mathematics were modified. The four subjects were : (1) English with history and geography, (2) arithmetic, except in certain courses, (3) the characteristic subject of the course, (4) pure or applied science or art crafts, or from among the other subjects not professed.¹ In literary courses and boys' technical courses algebra and geometry were required in addition to arithmetic, and in commercial courses both arithmetic and algebra were required. It was further suggested that some instruction in handwork, drawing, and the keeping of simple accounts was desirable for all pupils.

2. ADVANCED DIVISION CURRICULUM RECOMMENDED BY COMMITTEE OF RESEARCH COUNCIL

An advanced division curriculum for pupils twelve to fifteen years of age was published in 1931 by the Scottish Council for Research in Education. Already some use has been made of it and when the school age is raised in 1939 its influence will likely be more extensive. Through a special committee composed of representatives from most educational bodies, the Research Council conducted "an investigation into the nature of the curriculum for post-primary pupils in non-secondary courses."² The four general principles of curriculum-making for these pupils followed by the Committee were :

1. The level of attainment in the previous education of the pupils should be recognized. If all pupils were to be promoted to a new type of education at the chronological age of twelve, regardless of their educational achievement, provision would have to be made for a few pupils with an educational age of less than eight and for almost 15 per cent. with an educational age of less than ten and one-half.

2. The extremely wide variations among pupils in physical and mental capacity and in interests should be considered.

¹ Scottish Education Department, *Circular No. 86*, June 1, 1932.

² Scottish Council for Research in Education, *Curriculum for Pupils of Twelve to Fifteen Years (Advanced Division)*, Publication of the Scottish Council for Research in Education, III, London : University of London Press, Ltd, 1931, p. v.

3. The duration of school life affects both content and method. Pupils who leave school at fifteen have not developed fully either mentally or physically. They are restricted in the range of occupations, the higher professions not being open to them. Consequently, the study of the ancient languages and other academically treated subjects are irrelevant to their needs.

4. The social demands necessitated by the distribution of occupations in a modern community need to be more fully recognized in curriculum construction than heretofore. After post-primary education for these pupils has satisfied the common needs of life, it should take advantage of their interest in their wider industrial and commercial environment and in their possible future vocations.¹ "The Committee is unanimously of opinion that interest in a subject should be the dominating factor in planning the curriculum for adolescent pupils . . ." ² However, the Committee did not favor the subordination of everything to immediate interest or economic advantage, but suggested that capable pupils should not be led to select the advanced division in preference to a secondary course because of the economic position of their parents; and that such pupils in the advanced divisions should not be prevented from acquiring theoretical interest in a subject.³ Furthermore, it pointed out that external examinations would "undoubtedly stereotype" the content of instruction at a time when variety in courses was an important factor. Finally, the Committee stressed the importance of extra-curricular activities in developing the advanced division schools into social centers both during and after school life ⁴

Thirteen panels, one for each subject, composed of experts and experienced educationists prepared reports.⁵ The

¹ Scottish Council for Research in Education, *Curriculum for Pupils of Twelve to Fifteen Years (Advanced Division)*, Publication of the Scottish Council for Research in Education, III, London. University of London Press, Ltd., 1931, pp. 2-12.

² *Ibid.*, p. 13.

³ *Ibid.*, pp. 13-14.

⁴ *Ibid.*, pp. 14-16.

⁵ *Ibid.*, pp. v-vii.

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curriculum included "core" subjects and "optional" subjects. The subjects were :

A. Core Subjects—

1. English.
2. History.
3. Geography.
4. Mathematics (may be Arithmetic only).
5. Science (Physical and Biological).
6. Music.
7. Art and Craftsmanship.
8. Physical Education (including Games).

B. Optional Subjects—

1. Domestic Arts and Crafts.
2. Technical Subjects.
3. Commercial Subjects.
4. Rural Subjects.
5. Languages.

3. NUMBER AND DISTRIBUTION OF ADVANCED DIVISION SCHOOLS WITH THREE-YEAR COURSES AND COURSES TWO YEARS OR LESS IN DURATION

The wide range in the number and types of subjects listed in the Code for the advanced divisions gave local education authorities an opportunity to organize courses according to the needs of their areas. In most areas the director of education, through the cooperation of committees of head masters and teachers, prepared schemes of work for the post-primary departments of the area and these schemes were approved by the Department. A number of such schemes have been revised since 1923 and several have been published. However, no attempt apparently was or has been made to insist upon much uniformity in courses over the entire area. Head masters as a group have been influential in the determination of the types of courses to be offered and in working them out. Also head masters individually have apparently exercised considerable freedom in determining the type of course or courses to be offered in a school. Traditionally, the head master of a school in Scotland has been permitted to carry on the school largely

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according to his own ideas. The development of the county as the local administrative area with directors of education has no doubt restricted head masters to some extent. Furthermore, the large size of many counties and the varied conditions which may exist in one county make uniformity in courses practically impossible and educationally undesirable.

Table 28 shows the number and percentage distribution of primary schools with three- and two-year advanced division courses approved for the day school certificate (higher) and the day school certificate (lower), respectively, in 1924-25 and between 1928-29 and 1935-36. In 1924-25, 317 schools had three-year approved courses—literary, technical, domestic, commercial, rural, and others. By 1928-29 the number had dropped to 224 but by 1935-36 the number had risen to 243. There were 1,024 schools with courses not over two years in length in 1924-25 and 1,136 in 1928-29. In 1930-31 the number was 1,236.

TABLE 28. NUMBER AND PERCENTAGE OF SCHOOLS WITH ADVANCED DIVISION COURSES UNDER THE PRIMARY SCHOOL CODE WITH THREE- AND TWO-YEAR COURSES APPROVED FOR SCHOOL CERTIFICATES, 1924-25 AND 1928-29 TO 1935-36*

School Year	Number †			Percentage	
	Three Years —Higher Certificate	Not Over Two Years —Lower Certificate	Total	Three Years —Higher Certificate	Not Over Two Years —Lower Certificate
1924-25	317	1,024	1,341	23.64	76.36
1928-29	224	1,136	1,360	16.47	83.53
1929-30	227	1,234	1,461	15.54	84.46
1930-31	226	1,236	1,462	15.46	84.54
1931-32	233	1,112	1,345	17.32	82.68
1932-33	232	1,082	1,314	17.66	82.34
1933-34	238	1,071	1,309	18.18	81.82
1934-35	239	1,094	1,333	17.93	82.07
1935-36	243	1,091	1,334	18.22	81.78

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Years 1925-26, and 1929-30 to 1935-36*

† The figures for the three-year courses were given in the reports, while the figures for the courses not over two years were worked out, in some cases, from the approximate percentage of primary schools with two-year courses

After that time the number declined, being 1,091 in 1935-36. In 1924-25 approximately 24 per cent. of

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TABLE 29 NUMBER AND PERCENTAGE OF ADVANCED DIVISIONS UNDER THE PRIMARY SCHOOL CODE IN VARIOUS EDUCATION AREAS WITH PUPILS ENROLL'D IN A THREE-YEAR COURSE AND IN A COURSE TWO YEARS OR LESS IN LENGTH, 1934-35*

Education Area	Number			Percentage	
	Three Years	Two Years or Less	Total	Three Years	Two Years or Less
<i>Northern Division :</i>					
Zetland	16	46	62	25 81	74 19
Orkney.	21	28	49	42 86	57 14
Caithness .	2	26	28	7 14	92 86
Sutherland .	4	14	18	22 22	77 78
Ross and Cromarty .	13	98	111	11 71	88 29
Inverness-shire	74	118	192	38 54	61 46
Moray and Nairn	7	28	35	20 00	80 00
Banff	15	26	41	36 59	63 41
Aberdeen (Burgh) .	10	—	10	100 00	—
Aberdeenshire .	59	70	129	45 74	54 26
Kincardine .	9	25	34	26 47	73 53
Angus .	8	49	57	14 04	85 96
Perth and Kinross	27	70	97	27 84	72 16
Argyll .	9	94	103	8 74	91 26
Bute .	4	9	13	30 77	69 23
<i>Central Division :</i>					
Dundee (Burgh)	5	1	6	83 33	16 67
Fife	26	30	56	46 43	53 57
Clackmannan	5	—	5	100 00	—
Stirling	17	25	42	40 48	59 52
East Lothian	2	6	8	25 00	75 00
Midlothian	14	14	28	50 00	50 00
Edinburgh (Burgh)	13	3	16	81 25	18 75
West Lothian .	5	8	13	28 46	61 54
Dunbarton .	8	8	16	50 00	50 00
Renfrew .	16	20	36	44 44	55 56
Glasgow (Burgh)	28	28	56	50 00	50 00
Lanark	59	45	104	56 73	43 27
Ayr .	51	37	88	57 95	42 05
<i>Southern Division .</i>					
Berwick .	6	19	25	24 00	76 00
Peebles .	2	7	9	22 22	77 78
Selkirk .	2	—	2	100 00	—
Roxburgh .	3	11	14	21 43	78 57
Dumfries .	5	11	16	31 25	68 75
Kirkcudbright	3	12	15	20 00	80 00
Wigtown .	1	15	16	6 25	93 75
Total .	549	1,001	1,550	35 42	64 58

* Scottish Education Department, *Statistical Lists of Grant-earning Day Schools and Institutions, and of Continuation Classes and Central Institutions for the Year 1934-35*, Table I, pp. 4-75.

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the advanced division departments had courses three years in length and 76 per cent. had courses not over two years in length. Between 1928-29 and 1935-36 the percentage for the three-year courses varied between approximately 15 and 18, with an apparent upward tendency after 1930-31, while a reverse variation was registered for the courses of not over two years in length, 85 and 82. The short courses no doubt varied from year to year because a large number of small schools did not have post-primary pupils every year. Centralization has operated to reduce the number also.

Table 29 presents the number and percentage distribution of advanced divisions with pupils enrolled in a three-year course and a course two years or less in length in the various education areas for the school year, 1934-35, arranged according to geographical divisions. The number in each area was determined by counting the individual schools. The classification is only approximate. Every school which had a pupil enrolled in the third year of a post-qualifying course was classed as a school with a three-year course, while schools with pupils enrolled in the first or second or both years were classed as having a course of two years or less. Some small schools no doubt had two or three pupils in the third year but did not offer an approved three-year course, while some had three-year approved courses and had no pupils in the third year in 1934-35. In some schools the courses had perhaps not been approved for certificate purposes at all. These conclusions tend to explain the existence of a considerable discrepancy between the total number of approved courses reported by the Department for 1934-35 and the number, revealed by an actual count of schools, having pupils enrolled and classified as they were in the preparation of Table 29. According to the Department's *Report* there were 239 schools with three-year courses approved for the day school certificate (higher). According to the figures in Table 29 there were 549 schools in which there was a pupil enrolled in the third year of a post-primary course. On the other hand, there were 1,094 schools reported by the Department as having had courses of not over two years in length and approved for the day school certificate (lower),

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while the number based on the classification in Table 29 was 1,001.

Most of the education areas which have an unusually large number and proportion, or both, of schools with courses not over two years in duration are large areas in the Highland region where the population is sparse and where, as in the case of Inverness-shire, a large number of small islands are included. All of the counties in the sparsely settled southern region have few three-year courses and a large proportion of courses two years or less in duration. In the case of Lanark the large number of two-year courses is perhaps due to centralization of such courses in separate schools in the section of heavy concentration of population and to a large number of small schools in the rural section of the county.

4. DOMINANCE OF THREE-YEAR LITERARY CURRICULUM

From the beginning the three-year literary course developed along the lines of the traditional intermediate curriculum.¹ Recognized three-year higher grade schools and many others of this type, which had developed successful three-year courses since 1918, were staffed and equipped for the intermediate curriculum. Consequently, they found little difficulty in revising their courses to conform with the new regulations for three-year advanced division courses. In some cases these schools added trimmings of practical subjects. Three-year literary courses, with some deviations, were organized in the supplementary schools. It was also convenient and in keeping with their tradition for secondary schools which lost a large percentage of their pupils at the end of the third year to establish a three-year course along old lines. Even the newly organized advanced division schools provided the literary course as an alternative.²

The significance of this tendency was commented upon by *The Scottish Educational Journal* in 1928 :

“ Another feature of Advanced Division work which

¹ Scottish Education Department, *General Reports for the Year 1925*, Southern Division, pp 14-15

² Scottish Education Department, *General Reports for the Year 1928-29*, Southern Division, p. 16.

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is worthy of attention, is the tendency shown in the majority of cases to follow the traditional 'intermediate' curriculum. If this becomes general we cannot see any great future for Advanced Divisions. The real justification for their existence was to provide alternative curricula for pupils to whom the bookish curriculum presented no appeal. Such a curriculum need not be inferior to that of the secondary school at the same stage but it should be different. Developing along their own distinctive lines there is no reason why Advanced Divisions should not ultimately provide full six years' courses as valuable to the community and as high in popular estimation as those of the Secondary School. Some of the newer advanced divisions schools, we are glad to know, are asserting their freedom from the trammels of the traditional curriculum."¹

The Department ² and the chief inspectors ³ frequently reported that too many schools were offering only the literary type of course, especially in the secondary schools, which was unsuited to the abilities and interests of pupils who spent only two or three years in a post-primary course, and that too many such pupils were selecting the traditional intermediate curriculum because it had greater prestige. However, reports, especially in recent years, have been made to the effect that gradually more technical, commercial, domestic, and rural courses were being developed.⁴ In

¹ "The General Reports" (Leader), *The Scottish Educational Journal*, Vol. XI, June 1, 1928, p. 645.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1925-26, p. 11; for the Year 1926-27, p. 9; for the Year 1927-28, p. 11; for the Year 1928-29, p. 14; for the Year 1929-30, p. 17.

³ Scottish Education Department, *General Reports for the Year 1926*, Southern Division, pp. 10-11; Western Division, pp. 40-41; for the Year 1928-29, Southern Division, pp. 15-16; Northern and Highland Divisions, pp. 56-57, Western Division, pp. 76-78; for the Years 1930-33, Southern Division, pp. 16-17; for the Years 1933-36, Western Division, p. 18.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1933*, p. 12; for the Year 1935, p. 9; for the Year 1936, p. 14; *General Reports for the Year 1929-30*, Western Division, pp. 49-50; for the Years 1930-33, Southern Division, pp. 16-18; Northern Division, pp. 81-83.

some of the larger advanced division schools only such courses have been organized. In 1934 the Department stated that, although the literary course with at least one language other than English still predominated, there was a steadily increasing proportion of courses of other types, as commercial, technical, and domestic courses.¹ In their reports for 1933-36 the chief inspectors indicated progress also. The chief inspector of the Western division stated that the academic curriculum still held sway in a number of schools in one county, resulting in wasting "precious hours of post-primary school life" in obtaining a smattering of a foreign language, but that definite progress had been made in domestic courses. In the Northern division it was reported that some of the larger advanced division schools in the cities provided only non-literary courses; and that some of the country schools frequently had both literary and non-literary advanced division courses. The report for the Southern division indicated that small schools had difficulty in establishing alternative courses, but that definite progress had been made in domestic subjects and in lightening the course in mathematics for girls in accordance with the modifications of the regulations in 1932. The chief inspector of the Highland division pointed out that there had been difficulties in developing practical advanced division courses in the small schools, but said that the number of such courses in advanced divisions was expanding in certain areas.²

A study of the subjects professed by candidates in the examination for the day school certificate (higher), the leaving certificate for all three-year advanced division courses in both primary and secondary schools, shows that the academic type of course, at least in the schools presenting candidates, has been the most popular, but that there has been a gradual increase in the proportion of pupils professing the more practical and vocational subjects. The percent-

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1934*, p. 16.

² Scottish Education Department, *General Reports for the Years 1933-36*, Western Division, p. 18; Northern Division, pp. 62-63; Southern Division, pp. 99-100; Highland Division, pp. 130-31.

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age of pupils who were examined in each subject each year from 1925-26 to 1935-36 is presented in Table 30. All candidates were required to profess English, including history and geography. Between 1926 and 1932 practically all pupils took the examination in mathematics, a small but slowly increasing number professing only arithmetic or arithmetic and algebra. The effect of the modifications of the regulations in 1932 which permitted a lightening of the course in mathematics is seen in the percentages after 1933, being 84 and 16, respectively, for full mathematics and for arithmetic only or arithmetic and algebra only. The respective percentages for 1934-35 and 1935-36 were 83 and

TABLE 30 PERCENTAGE OF TOTAL NUMBER OF CANDIDATES PRESENTED IN DIFFERENT SUBJECTS IN THE EXAMINATION FOR THE DAY SCHOOL CERTIFICATE (HIGHER), 1925-26 TO 1935-36*

School Year	English, Including History and Geography	Mathematics, Including Arithmetic, Algebra, and Geometry†	Drawing	Science	French	Latin§	Technical Subjects	Commercial Subjects¶	Domestic Subjects**
1925-26	100	100	97	96	89	19	9	8	4
1926-27	100	99	96	96	85	—	11	9	4
1927-28	100	99	95	96	84	—	10	10	5
1928-29	100	99	96	97	86	—	8	10	5
1929-30	100	99	95	96	84	—	8	11	5
1930-31	100	99	95	96	82	—	9	13	5
1931-32	100	99	94	95	80	—	11	14	5
1932-33	—	—	—	—	—	—	—	—	—
1933-34	100	84 (16)	68 †	82 †	70	19	13	15	10
1934-35	100	83 (17)	69 †	79 †	68	17	14	15	11
1935-36	100	83 (17)	67	80 †	67	18	15	16	11

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Years 1926-27 to 1935-36*

† Includes before 1934 a small number of pupils who took only arithmetic or only arithmetic and algebra. After 1934 the number in parentheses is the percentage of such candidates.

‡ Sufficient time devoted to art and science to warrant entry upon certificate.

§ Certain pupils professed German, Spanish, and Gaelic, and for several years, Greek, some rural science, navigation, and after 1933, arts and crafts.

|| Technical subjects—benchwork, woodwork, educational handwork, engineering-drawing.

¶ Commercial subjects—shorthand, typewriting, bookkeeping, commercial arithmetic.

** Domestic subjects—cookery, laundry, needlework, dressmaking, housewifery.

17. In drawing the percentage declined slowly from 97 in 1926 to 94 in 1932, while the percentage of candidates spending enough time to warrant entry on their certificates was 68, 69, and 67 for the respective years 1934, 1935, and 1936. The percentage in science remained between 97 and 95 before 1933 and between 82 and 79 after that year for the candidates entitled to an entry in the subject on the certificate. The popularity of French is shown by the large percentage of candidates who took the examination, the range, generally downward, being from 89 to 80 before 1933 and 70 to 67 for the next three years. The percentage for Latin when reported was between 17 and 19. A few candidates each year professed German, Spanish, Gaelic, and for several years, Greek. In technical subjects the percentage ranged irregularly between 8 and 11 before 1933 and moved up gradually to 15 in 1936. The percentage in commercial subjects advanced steadily from 8 in 1926 to 16 in 1936. In the domestic subjects the percentage was 4 and 5 before 1933 and approximately 10 and 11 afterwards. Each year a certain number of pupils took the examination in rural subjects and navigation, and after 1933 a few took arts and crafts. The tendency to adopt more practical and vocational subjects was more pronounced in the post-primary departments of the primary schools than in the three-year courses in the secondary schools. In 1934 the Department reported that considerable progress had been made since the number of examination subjects had been reduced and the requirements in mathematics modified for some courses.¹ Forty per cent. of the candidates had taken courses according to the modified regulations.

5. EXAMPLES OF THREE-YEAR COURSES

The three-year courses for the day school certificate (higher), approved in 1932 for the county of Midlothian, are outlined in Table 31. Two-year courses may also be taken for the day school certificate (lower). These courses are given in the secondary schools which include advanced

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1934*, p. 16.

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division pupils and also primary schools with only advanced division pupils. All the schools in the area do not offer all the courses.

TABLE 31 COURSES FOR THE DAY SCHOOL CERTIFICATE (HIGHER) IN MID-LOTHIAN EDUCATION AREA WITH THE WEEKLY ALLOCATION OF TIME ACCORDING TO SUBJECTS*

Literary Course			
Same as first three years of Secondary Course—the subjects for presentation being :			
(1) English (with History and Geography).			
(2) French			
(3) Mathematics			
(4) <i>Either</i> Science <i>or</i> Art.			
Commercial Course			
Subjects	Hours per Week		
	First Year	Second Year	Third Year
† { English	5	3½	3½
History	1½	1½	1½
{ Geography	1½	1½	1½
† French	5	5 (or 4)	5 (or 4)
<i>Either</i>			
† { Arithmetic	3	2½	2½
{ Algebra	2	1½	1½
<i>or</i>			
† Mathematics ‡	5	5	5
† { Bookkeeping	1½	1½	1½
Shorthand	—	3	3
{ Typewriting	—	1½	1½
Art and Art Crafts	1½	1½	1½
Handwork	2	—	—
Cookery §	—	—	—
Needlework	—	—	
Physical Education	1½	1½	1½
Music	1½	1½	1½
Religious Instruction	1½	1½	1½
Total Hours	27½	27½	27½

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TABLE 31. COURSES FOR THE DAY SCHOOL CERTIFICATE (HIGHER) IN MIDLOTHIAN EDUCATION AREA WITH THE WEEKLY ALLOCATION OF TIME ACCORDING TO SUBJECTS* (continued)

Boys' Technical Course			
Subjects	Hours per Week		
	First Year	Second Year	Third Year
† { English	5	5	5
† { History	1½	1½	1½
† { Geography	1½	1½	1½
† Mathematics	5	5	5
† Science	3	3	3
† { Benchwork	3	3	3
† { Technical Drawing	2½	1½	1½
† { Mechanics	—	1	1
Art and Art Crafts	1½	1½	1½
Physical Education	1½	1½	1½
Music	1½	1½	1½
Simple Accounts	—	—	
Religious Instruction	1½	1½	1½
Total Hours	27½	27½	27½

Girls' Technical Course			
Subjects	Hours per Week		
	First Year	Second Year	Third Year
† { English	5	5	5
† { History	1½	1½	1½
† { Geography	1½	1½	1½
† Arithmetic	3½	3½	3½
{ Cookery	2	2	2
{ Laundry Work	1½	—	—
{ Dressmaking and Needlework	2	3½	2
{ Housewifery	—	—	1½
† <i>Esther</i>	—	—	—
† Science	3	3	3
† <i>or</i> Art and Art Crafts	3	2½	2½
Physical Education	1½	1½	1½
Music	1½	1½	1½
Simple Accounts	—	—	
Religious Instruction	1½	1½	1½
Total Hours	27½	27½	27½

* From a mimeographed outline, dated July, 1932

† The four main subjects for the certificate examination

‡ If full mathematics are substituted for arithmetic and algebra, the time for French during the second and third years is reduced one hour per week and is added to the time for mathematics

§ Girls take cookery instead of handwork.

|| Intensive course after Easter. Only girls take needlework

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In the City of Dundee the general organization of the post-primary schools is different from that of the county of Midlothian. The advanced division courses with a practical or vocational bias are given in large central schools. The secondary schools, all of which charge fees, offer three-year literary, technical, and domestic courses for the day school certificate in addition to five- and six-year courses for

TABLE 32 SUBJECTS AND NUMBER OF PERIODS PER WEEK IN VARIOUS COURSES FOR DAY SCHOOL CERTIFICATE (HIGHER) IN ROCKWELL CENTRAL SCHOOL, DUNDEE, AUGUST, 1935*

Commercial Course with French			
Subjects	Number of Periods per Week †		
	First Year	Second Year	Third Year
English, History, Geography	12	12	12
Arithmetic, Algebra	6	6	6
Commercial Subjects	6	7	8
French	7	7	8
Science (Nature Study)	1	1	1
Crafts ‡	2	2	1
Singing	2	2	1
Drill	2	2	2 §
Scripture, Civics	2	1	1
Total Number Periods per Week	40	40	40

Commercial Course without French			
Subjects	Number of Periods per Week †		
	First Year	Second Year	Third Year
English, History, Geography	12	12	12
Arithmetic, Algebra	6	6	6
Commercial Subjects	6	7	8
Science or Art	6	6	6
Art or Science	2	1	1
Crafts	2	2	2
Singing	2	2	2
Drill	2	2	2 §
Scripture, Civics	2	2	1
Total Number Periods per Week	40	40	40

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Girls' Domestic Course

Subjects	Number of Periods per Week †		
	First Year	Second Year	Third Year
English, History, Geography	12	12	12
Arithmetic (including Bookkeeping)	6	6	6
Cookery	3	3	4
Laundry	2	2	2
Needlework	2	2	2
Dressmaking	2	2	2
Science	4	2 5	1 6
or Art	3	5 2	6 0
Drill	2	2	2 2
Singing	2	2	2 3
Scripture, Civics	2	2	1 1
Total Number Periods per Week	40	40	40

TABLE 32. SUBJECTS AND NUMBER OF PERIODS PER WEEK IN VARIOUS COURSES FOR DAY SCHOOL CERTIFICATE (HIGHER) IN ROCKWELL CENTRAL SCHOOL, DUNDEE, AUGUST, 1935* (continued)

Boys' Technical Course

Subjects	Number of Periods per Week †		
	First Year	Second Year	Third Year
English, History, Geography	12	12	12
Arithmetic, Algebra, Geometry	8	8	8
Handwork	6	6	8
Science	4	5	6
Art	3	2	—
Singing	2	2	2
Drill	2	2	3
Scripture, Civics	2	2	1
Bookkeeping	1	1	—
Total Number Periods per Week	40	40	40

* Data in written form furnished by the head master.

† The average length of a period was 42½ minutes.

‡ Boys First year, Art; second year, Woodwork; third year, Art Crafts.
Girls First year, Cookery, second year, Needlework, third year, Art Crafts

§ Pupils get 1 hour per week, during good weather, at Sports.

|| All pupils get Art Crafts in first year, boys get Woodwork in second year, girls get Cookery, boys get Metalwork in third year, girls get Needlework

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the leaving certificate. Table 32 shows the day school certificate courses offered in the Rockwell Central School which had an enrollment of approximately 1,200 at the opening of the 1935-36 session. Pupils who fail to obtain employment after completing the work of the third year return for additional work.

The Alloa Technical and Commercial School, Alloa, county of Clackmannan, an advanced division "top," had a total enrollment of 289—189 in the first year, 80 in the second year, and 20 in the third year—in 1934-35. The pupils ranged in ability from the retarded unqualified type to the very capable. Upon entrance the pupils are classified into sec-

TABLE 33 THREE-YEAR ADVANCED DIVISION COURSES GIVEN IN THE ALLOA TECHNICAL AND COMMERCIAL SCHOOL, CLACKMANNAN EDUCATION AREA, 1934-35*

Subjects	Boys' Technical Course			Girls' Domestic Course			Commercial Course—Boys and Girls		
	Number of Periods per Week †			Number of Periods per Week			Number of Periods per Week		
	First Year	Second Year	Third Year	First Year	Second Year	Third Year	First Year	Second Year	Third Year
English	7	7	8	8	7	7	9	7	8
History	3	3	3	1	3	3	3	2	3
Geography	2	2	2	2	2	2	2	2	2
Arithmetic	4	3	3	6	6	5	4	3	3
Algebra	3	3	3		—	—	3	3	3
Geometry	3	3	3	—	—	—	—	—	—
Science	4	4	4	2	2	2	4 (—)†	4 (—)†	2 (—)
Arts and Crafts	2	—	—	4	4	4	1 (4)†	2 (4)†	4
Physical Exercises	1	1	1	1	1	1	1	1	1
Organized Games	1	1	1	1	1	1	1	1	1
Swimming	1	1	1	1	1	1	1	1	1
Hygiene	—	1	1	1	1	1	—	1 (—)†	1
Music	2	2	2	2	2	2	2	2	2
Bible Knowledge	1	1	1	1	1	1	1	1	1
Acting	1	1	—	1	2	—	1	2 (3)†	1
Benchwork	4	4	4	—	—	—	2 (—)†	2 (—)†	—
Technical Drawing	2	2	2	—	—	—	—	—	—
Mechanics	—	2	2	—	—	—	—	—	—
Cookery	—	—	—	6	6	6	(2)†	(2)†	—
Laundry	—	—	—		—	—	—	—	—
Housewifery	—	—	—	—	—	—	—	—	—
Needlework and Dress-making	—	—	—	2	2	2	— (2)†	— (2)†	— (2)†
Shorthand	—	—	—	—	—	—	5	4	3
Bookkeeping	—	—	—	—	—	—	2	3	3
Typewriting	—	—	—	—	—	—	—	—	2
Total Number Periods per Week	41	41	41	41	41	41	41	41	41

* Data presented in written form by the head master

† Eight 40-minute periods per day

‡ Figures in parentheses apply to girls, during the first year girls take Cookery and Dressmaking in alternate weeks

tions. The capable pupils who intend to remain in school three years are directed into one of the three three-year courses. Pupils who intend to leave school at the end of two years are placed in a slightly simplified technical or domestic course. Pupils within about one year of leaving school are given a technical or domestic course which has been further simplified. The unqualified and retarded pupils are given a special course which consists of English, history, geography, hygiene, and subjects emphasizing activity and the use of the hands. In addition to the curriculum, the school maintains a "House" system and has a voluntary club for second-year boys who meet on Friday evenings for games and moving pictures, followed by meetings of the several special group interests represented. Table 33 shows the subjects and periods per week for the three three-year curricula for the school year 1934-35.

6. DAY SCHOOL CERTIFICATE (HIGHER)

In accordance with the regulations laid down in the primary school Code and in *Circular 60* in 1923 the day school certificate (higher) was established to mark the successful completion of a three-year advanced division course.¹ It replaced the intermediate certificate. The essential purpose of the certificate was "to testify to the successful completion of a full Advanced Division course"² in either a primary or secondary school. It was based on a three-year curriculum worked out in accordance with the general requirements of Schedule 1 of the Code of 1923 and specifically approved by the Department, and, as a rule, the entire course had to be completed.³ The pupils to be presented were to be leaving school and were to remain at school until the end of the session. If they did not, further study in classes conducted under the continuation class Code might be accepted as equivalent, provided such classes had been approved for this special purpose. The certificate might also be granted to pupils who had followed an ap-

¹ Scottish Education Department, *Code of Regulations for Day Schools in Scotland, 1923*, Article 18 and Appendix 1.

² Scottish Education Department, *Circular 60*, December 8, 1923.

³ *Ibid.*

proved course for the leaving certificate of a secondary school and were forced to leave school at the end of three or four years. The certificate was to be awarded upon the recommendation of His Majesty's Inspector. The award was to be based on the school record of the child, including test results, the teachers' estimates, supplemented by such further investigation as might be considered desirable from time to time. Candidates had to be approved by the head master in regard to their good character and conduct. To develop a uniform standard, the Department was to set a short written paper, common to all candidates. Its purpose was "to gauge the general intelligence of the candidates and their power of comprehending and using English"¹ Candidates were normally presented in five subjects, including either a foreign language or mathematics, or both.² Doubtful candidates were to be specially discussed by the inspector with the head master of the school.

The purpose, curriculum, and method of determining the award of the day school certificate (higher) differed in some important respects from the intermediate certificate.³ It was not confined to any special class of schools as candidates might be presented from both secondary and advanced divisions if they met the requirements. It was based upon a wider curriculum, including some practical subjects, than the intermediate certificate, which was based upon a rather rigid academic curriculum. The intermediate certificate served as evidence of satisfactory completion of a distinct course of general post-primary education for pupils who left school at fifteen or sixteen and as evidence of fitness to enter the post-intermediate departments of the secondary schools. The award for the day school certificate (higher) was based upon the results of a short written paper for all candidates to determine general intelligence and the ability to comprehend and use English, oral or practical test in all subjects, and upon estimates of the

¹ Scottish Education Department, *Circular* 60, December 8, 1923, Foot-note, p. 3.

² Scottish Education Department, *Circular* No. 86, 1932.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland*, 1925-26, pp. 12-14.

candidates' proficiency, based upon their work throughout the course. In the case of the intermediate certificate written examinations were conducted in all subjects, except in the practical subjects, and the award was made largely upon the results, along with the teachers' estimates of the candidates.

In addition to the modifications made in 1932 relative to reducing the number of subjects to four and lightening the requirements in mathematics, slight changes were introduced in the regulations governing the day school certificate (higher) in 1934 and in 1935. In *Circular* 94, December, 1934, the Department requested that more care should be exercised to see that a certificate should not be awarded until it was definitely ascertained that the candidate was leaving school. Successful candidates who intended to return the following year for a fourth-year intensive course or until a position was obtained were not to be awarded their certificates until they actually left school.¹ According to *Circular* 95, December, 1935, pupils who had completed a leaving certificate course in a secondary school but had failed to qualify for the certificate may be held eligible for the award of the day school certificate (higher). Such pupils must reach the standard of attainment required, the standard to be decided by the Department in the light of their performance on the leaving certificate examination and on other available evidence.²

From the beginning an attempt was made in the conduct of the examination and in making the awards to establish the standard of the new certificate upon as high level as the intermediate certificate so as to give it as high standing in the estimation of parents, teachers, and employers as its predecessor. In the first examination conducted by inspectors who had had long experience with the intermediate certificate examination, it was agreed that "no candidate who got the new certificate would have failed to get the old," and that, if any mistake was made, it was probably on the side of strictness.³ In 1928 a head master in the county

¹ Scottish Education Department, *Circular* No. 94, December 21, 1934.

² Scottish Education Department, *Circular* No. 95, December 12, 1935.

³ Scottish Education Department, *General Reports for the Year 1925*, Southern Division, p. 19.

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of Fife was quoted by an inspector to the effect that the commercial course was popular with children, that it provided better preparation for employment than the old intermediate course; and that parents appeared more ready to keep their children in school a little longer.¹ In 1929 it was reported that the public was beginning to attach a greater value to the new certificate²; that in Dundee the certificate, based upon the successful completion of a technical course, had become a recognized qualification for an apprenticeship; that holders of the certificate based on technical or commercial courses of the advanced division were given advanced standing upon entrance to the Technical College of Dundee, and that the organic development thus fostered between the advanced divisions and industrial and commercial employment and higher vocational training was welcome.

The total number of pupils who were awarded the day school certificate (higher) indicates the number of pupils who attained the goal of the three-year courses. Table 34 presents data for each school year from 1924-25 to 1935-36 in regard to the total number of day certificates (higher) awarded, the number and percentage distribution of the number of certificates issued according to the two types of schools from which candidates were presented, and the total number and distribution of schools represented. The total number of certificates awarded slightly more than doubled between 1925 and 1935, from 2,615 to 5,292. Although the number of certificates issued to pupils from the secondary schools throughout the period considerably outnumbered the number from the post-primary departments of the Code schools, the number from the latter schools increased more rapidly. The percentage of the total number of certificates awarded declined irregularly in the secondary schools from 83 in 1925 to below 68 in 1934. At the same time the percentage of the total number awarded to candidates from the Code schools increased irregularly from approximately 16 to 32. The total number

¹ Scottish Education Department, *General Reports for the Year 1927-28*, Southern Division, p. 17.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 13.

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of schools which presented candidates for the certificate increased from 345 in 1925 to 434 in 1934. The increase was due to the increase in the number of primary schools, but it should be recalled that the number of primary schools with three-year courses was much greater than the number of schools represented. The number of secondary schools fell from 233 to 226, while the number of Code schools almost doubled, from 104 to 203.

TABLE 34. DISTRIBUTION OF THE TOTAL NUMBER OF DAY SCHOOL CERTIFICATES (HIGHER) AWARDED, 1924-25 TO 1935-36*

School Year	Total Number of Certificates Awarded †	Distribution of Certificates Awarded According to Type of School						Total Number Represented	Distribution of Schools which Presented Candidates		
		Number			Percentage				Secondary School Code	Day School Code	Others
		Secondary School Code	Day School Code	Others	Secondary School Code	Day School Code	Others				
1924-25	2,615	2,172	411	32	83.06	15.72	1.22	345	233	104	8
1925-26	2,504	2,037	532	25	78.53	20.51	0.96	374	229	138	7
1926-27	3,186	2,393	760	33	75.11	23.85	1.04	389	220	163	6
1927-28	3,316	2,451	828	37	73.91	24.97	1.12	406	229	170	7
1928-29	3,657	2,731	894	32	74.68	24.45	0.88	417	233	174	10
1929-30	3,581	2,606	956	19	72.77	26.70	0.53	419	231	185	3
1930-31	3,802	2,651	1,128	23	69.73	29.67	0.60	421	224	192	5
1931-32	4,066	2,872	1,180	14	70.63	29.02	0.34	425	229	194	2
1932-33	4,497	3,167	1,305	25	70.42	29.02	0.56	430	231	193	6
1933-34	5,195	3,515	1,649	31	67.66	31.74	0.60	434	226	203	5
1934-35	5,292	—	—	—	—	—	—	—	—	—	—
1935-36	4,999†	—	—	—	—	—	—	—	—	—	—

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Years 1925-26 to 1935-36*

† Includes certificates awarded during session to candidates who completed satisfactorily a three-years' course but were forced to leave school before completing leaving certificate course 1925-26, 141; 1926-27, 359; 1927-28, 345; 1928-29, 297; 1929-30, 230; 1930-31, 211; 1931-32, 220; 1932-33, 194; 1933-34, 183; 1934-35, 164, and 1,248 earned by pupils continuing in school until employment was obtained or remaining for a fourth-year intensive course, but not to be awarded until they leave school.

‡ The total number of successful candidates includes 3,926 who left at end of session, 185 who left school during leaving certificate course, and 888 who continued in school and not eligible to receive award until leaving school.

Little evidence has been published regarding the proportion of candidates who were successful and which type of school appeared more successful in gaining certificates. For the school years 1927-28 and 1928-29, respectively, it was reported for the Northern and Highland divisions that 1,128 and 1,171 candidates were presented for the day school certificate examination and 645 and 735 passed. The

percentage of candidates who were successful was 57 in 1928 and approximately 63 in 1929¹. For the school year 1927-28 it was reported in the Southern division that, in general, the candidates from the advanced divisions were more successful in the day school certificate examinations than candidates from the secondary schools. One inspector accounted for this on the grounds that the third-year class was small and that, since the day school certificate was the highest award for which pupils could work in an advanced division school, it was pursued with "greater ardour," while in the secondary school the leaving certificate was the goal of effort and ambition.²

Although the teaching profession was largely responsible for a leaving examination in the advanced division, the day school certificate (higher) has been criticized.³ It tends to standardize and stereotype the curriculum of the advanced divisions. It makes it difficult to develop practical courses because the academic curriculum is more easily tested. It makes it more difficult to adapt the curriculum to different types of pupils. It was claimed by some head teachers and directors of education that some inspectors are prone to emphasize the academic traditional secondary curriculum. In the opinion of the Director of the Scottish Council for Research in Education: "To impose examinations before we know what the courses should comprise is Gilbertian; these would also stifle experiment, the hope and leading principle of the new practical secondary school."⁴ The effect on the teacher is to make him "teach up . . . to the written examination."⁵ The written English examination causes an over-emphasis upon written and formal English and an under-emphasis upon oral language.⁶

¹ Scottish Education Department, *General Reports for the Year 1928-29*, Northern and Highland Divisions, p. 57.

² Scottish Education Department, *General Reports for the Year 1927-28*, Southern Division, p. 16.

³ R. R. Rusk, "Problems in Secondary Education," *The Scottish Educational Journal*, Vol. XI, April 13, 1928, p. 388.

⁴ *Ibid.*, p. 388.

⁵ "Conference with Directors of Education," *The Scottish Educational Journal*, Vol. XV, October 28, 1932, p. 1299.

⁶ *Ibid.*, p. 1299.

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7. TWO-YEAR COURSES

As has been shown in Table 28 the number of two-year courses which has been organized have been far more numerous than the number of three-year courses, due to the late average age at which pupils qualify along with the tendency of the majority to leave school at the age of fourteen plus. In addition to the two-year courses which have been developed in the advanced division primary schools, a large number of schools, mostly small, except in the thickly-populated areas which have centralized in some cases two-year pupils, have offered only two-year courses. Including the primary schools with three-year courses, the number of such schools with two-year courses approved for the day school certificate (lower) was 1,341 in 1924-25, or 46 per cent. of the total number of primary schools.¹ By 1929-30 the percentage had risen to 50. It declined to 46 the following year and continued between 46 and 45 until 1936. Two-year courses have also been given in a number of secondary schools.

The two-year courses of the advanced division have, in general, been more practical in their bias than the three-year courses. The variety of subjects included in the two-year courses for the lower day school certificate is indicated by the choice of subjects professed in the examination. In the calendar year 1926 all candidates took English, history, and geography, and either mathematics or arithmetic. (Girls might take arithmetic only.) The percentage of pupils who professed practical subjects was 85 for drawing, 69 for science, 43 for benchwork (boys), 39 for needlework and dressmaking (girls), 35 for cookery and laundrywork (girls), 19 for French, and 11 for commercial subjects. Other subjects for which percentages were apparently too small to publish were navigation, gardening, German, Latin, and Gaelic.² For the calendar year 1930 all candidates took the examination in English, history, and geography; 70 per cent. professed mathematics; and slightly more than 80 per cent.

¹ See Table 28, p. 207.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1926-27*, pp. 9-10

professed science.¹ The change in science represented one of the greatest improvements in the two-year courses as compared with the old supplementary courses. In the same year approximately 41 per cent. of the candidates were tested in benchwork and in cookery and laundrywork. The percentage of the candidates who were examined in French was 19. The percentage in French was not reported for several years and was most likely less than 19. Other languages and other practical subjects were professed but no percentages were published. In 1932 nearly 14 per cent. of the candidates professed commercial subjects, in many cases in addition to some form of practical instruction, and over 6 per cent. had followed a course in rural subjects.² The latter percentage being based upon the total number of candidates was much less than if it had been based upon the number from rural schools only.

Although the Department evidently expected when the advanced divisions were instituted that the two-year courses would be organized as an integrated, rounded-off curriculum for pupils leaving school at about fourteen years of age to enter employment, that has not been the practice in all education areas. Some local authorities have followed the policy of adopting the first two years of a three-year course or of a five-year course in the case of secondary with lower school certificate courses as the two-year course. For instance, the education authority of the county of Linlithgow (now West Lothian) decided in the beginning that the two-year courses should be regarded "as potential three-years' courses and that the pupil be induced to look upon the award of the Lower Certificate when he is leaving the Day School as a mere instalment" of what he might gain by continuing his work at continuation classes.³ In some schools pupils who desire to spend more than two

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1930-31*, p. 18.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1932*, p. 18.

³ Education Authority of the County of Linlithgow (now West Lothian), *Schemes of Instruction for Advanced Divisions of County Schools (as approved by the Scottish Education Department, September 23, 1924)*, "Preface"

years, particularly if they are capable, in an advanced division course or secondary school are transferred to a school with a longer course and the one- and two-year post-primary pupils are sent to centralized centers for a more practical course or remain in the local school with a small advanced division "top." In 1930 it was reported that in Edinburgh, where two-year central schools have been developed, a new scheme of work for the first two years of post-primary education had been drawn up with a view to facilitating the passage from two-year to three-year courses for pupils desiring to obtain the day school certificate (higher).¹ Relative to the practice of making the two-year courses identical with the first two years of a longer course, a chief inspector commented in his report for 1927 as follows :

"It is of extreme importance that the two years' course leading to the award of the Day School Certificate (Lower) should not be regarded as merely a truncated three years' or five years' course provided for less intelligent pupils. It can, and should, have a definite character of its own, making an appeal to a type of ability that may be different but is not inferior. In this connection the necessity for planning the course so that it is satisfactorily rounded off in the second year is paramount."²

8. DAY SCHOOL CERTIFICATE (LOWER)

The Code of 1923 established the day school certificate (lower) to replace the merit certificate which had been granted to pupils who had attended an approved supplementary course for at least one year.³ According to *Circular* 63, January, 1924, the education authorities were empowered, with the sanction of the Department, to issue the day school certificate (lower) to pupils who successfully completed an advanced division course of two years' dura-

¹ Scottish Education Department, *General Reports for the Year 1929-30*, Southern Division, p. 17.

² Scottish Education Department, *General Reports for the Year 1927*, Southern Division, p. 16.

³ Scottish Education Department, *Code of Regulations for Day Schools in Scotland*, 1923, Article 18 (i) (b).

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tion The curriculum had to be in general accordance with the schedule outlined for a two-year course in the Code and approved by the inspector in charge of the district.¹ The method of examining pupils was similar to that used in the day school certificate (higher) examination, with the exception that no general written test was given. In *Circular* No. 88, issued in December, 1932, the complete responsibility for awarding the day certificate (lower) after September 1, 1933, was placed upon the local education authorities.²

The total number of schools from which candidates were presented for the examinations for the day school certificate (lower) increased from 830 to 882 during the calendar years 1926 to 1930, but declined from 859 to 848 during the school years 1930-31 to 1932-33.³ Based upon the calendar years 1926 to 1930 and the school years 1930-31 to 1932-33, the total number of certificates awarded to pupils rose from 9,641 to 11,957.

9. SPECIAL COURSES FOR AGE-PASS POST-PRIMARY PUPILS

In addition to the one-, two-, and three-year courses which the Code for 1923 outlined for the advanced divisions, the Department urged education authorities to develop a special curriculum for pupils who failed to pass the qualifying examination by the age of thirteen. In recent years the operation of the "clean cut" has been toward making twelve to twelve and one-half the age of transfer from the primary school to advanced division courses. Considerable progress has been made since 1923 in the organization of the work and curriculum of the age-pass type of pupils. In a number of areas, particularly in the regions of concentrated population, a special curriculum has been devised for them either in the original primary school or in a special advanced division center or in a regular advanced division central school. In exceptional cases a special curriculum for such

¹ Scottish Education Department, *Circular* 63, January 21, 1924.

² Scottish Education Department, *Circular* No. 88, December 21, 1932.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1927-28*, p. 11; *for the Year 1930-31*, p. 18; *for the Year 1931*, p. 14; *for the Year 1933*, p. 10.

pupils has been organized in "omnibus" schools. In the county of Fife the policy has been, wherever possible, to give such pupils an age-pass at 12½ and to transfer them to a special advanced division school with a special curriculum and equipment or to a regular advanced division center where a special curriculum has been prepared for them. In rural areas, where centralization has been impracticable, these pupils have practical instruction in the primary school or go several times a week to another primary school equipped for practical work. In Dundee the policy has been toward separating these pupils from the primary departments and placing them in the advanced division central schools.¹ In Edinburgh considerable progress has been made in reducing the number of "non-passers" and in developing a special curriculum for them.²

Differences in opinion have developed relative to whether it is better for these pupils to be transferred to a centralized school or to remain at their home school. On the one hand, it is contended that what the non-qualifiable type of boys or girls most need is a transfer to a school where they become recognized post-primary pupils, a school where they can increase their respect by getting away from any labels, as "incompetent," and by associating with their contemporaries of higher intellectual capacity.³ On the other hand, it is argued that these pupils will receive a more sympathetic treatment from both pupils and teachers in their original schools where they are better known and understood than in another school, especially if it is a large school.⁴ It is felt by some that retention of short-time pupils in the home school may be justified, provided the home school has other post-primary courses, a class large enough to warrant a special course, and equipment for practical work. When

¹ City and Royal Burgh of Dundee, *Report of the Director of Education for the Period from May 16, 1930 to July 31, 1933*, p. 24.

² Edinburgh Corporation Education Committee, *Special Scheme of Advanced Instruction*, 1930, pp. 1-2.

³ City and Royal Burgh of Dundee, *Report of the Director of Education for the Period from May 16, 1930 to July 31, 1933*, p. 23.

⁴ Scottish Education Department, *General Reports for the Year 1926*, Western Division, p. 38.

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such pupils have been retained in their home schools other than under these circumstances, the tendency has been to keep them "marking time," doing the things which they have already failed to do, until they can legally leave school.

In 1930 a special two-year curriculum for age-pass children was published in Edinburgh. It was inspired by *Circular 81* issued by the Department in 1929 when it was thought that the school-leaving age would be raised to fifteen from April, 1931. In it the Department stated that "better adaptation of training to capacity is essentially the most important of the many questions" which the raising of the school age would bring and that it would be glad to give sympathetic consideration to modification of curriculum, organization, classification, and promotion in the senior division of the primary school or in the advanced division.¹ It was decided in Edinburgh, as far as accommodation permitted, to organize classes for these children in the same central schools in which the regular two- and three-year advanced division courses were offered.²

The aim of the suggested special curriculum was to stimulate the interests, to foster confidence through the attainment of practical ends, and to develop the character of these pupils who were considered incapable of becoming skilled workers. More specifically every child of this type was to be trained: (1) To understand his immediate environment; (2) to seek a useful position in the community; (3) to take pride in health and cleanliness; (4) to contribute to the services of the home; and (5) to follow successfully some useful hobby as a worthy means of leisure.³

The subjects of the curriculum and the number of periods per week suggested in the bulletin are shown in Table 35. The "greatest latitude" was given to head masters to adapt the curriculum and time table to their respective schools.⁴ It was suggested that a simple, concrete, and practical treatment should be given each subject; that

¹ Scottish Education Department, *Circular 81*, November 8, 1929.

² Edinburgh Corporation Education Committee, *Special Scheme of Advanced Instruction*, 1930, p. 1

³ *Ibid.*, pp. 1-2.

⁴ *Ibid.*, p. 2.

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attention should be given to such methods as used in the *Dalton Plan* and *The Project Method*; that the activities and work should be correlated and integrated; and that there should be social activities, as visits to places of local interest, club activities, and week-end camps.

TABLE 35. SUBJECTS AND ALLOCATION OF PERIODS PER WEEK IN THE SPECIAL CURRICULUM FOR ADVANCED DIVISION PUPILS IN EDINBURGH

Subjects	Number of Periods per Week	
	Boys	Girls
English, History, and Geography .	10	10
Writing .	1	1
Arithmetic .	5	4
Popular Science, including Biology .	3	—
Laws of Health and Biology .	—	2
Science of Everyday Things .	—	3
Physical Education .	6	4
Arts and Crafts .	10	5
Domestic Subjects .	—	6
Music .	3	3
Religious Instruction .	2	2
Total Number of Periods per Week .	40	40

Also in 1930 a new scheme of work for pupils in the first three years of a post-primary department in the schools of Dunbarton education area included "Scheme C," a special curriculum for over-age pupils. Emphases upon recreational purposes, the practical treatment of the curriculum, and the correlation of subjects were in general line with the Edinburgh scheme. However, the Dunbarton scheme included scale drawing and geometry for boys, but the making of "simple plans and elevation" was the only topic suggested. The only topic recommended in algebra appears to be simple graphs of such things as attendance, games, and weather observations. The subjects and the weekly time allotments of the pupils following "Scheme C" in Dunbartonshire are shown in Table 36

In Table 37 are indicated the subjects and the number of periods per week of a special two-year course for "age-pass"

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TABLE 36. SUGGESTED SUBJECTS AND ALLOCATION OF PERIODS PER WEEK FOR PUPILS FOLLOWING "SCHEME C" IN DUNBARTON EDUCATION AREA*

Subjects	Periods per Week			
	Boys		Girls	
	First Year	Second Year	First Year	Second Year
English	10	10	10	10
History and Citizenship				
Geography				
Mathematics	5	5	5	5
Science	3	3	3	3
Art, Art Crafts, and Practical Subjects in Handwork and Domestic Science rooms	12	12	12	12
Music	2	2	2	2
Physical Exercises	5	5	5	5
Religious Knowledge,† Temperance, and Hygiene	3	3	3	3
Total	40	40	40	40

* County Council of Dunbarton Education Committee, *Schemes of Work for Post-Primary Departments—Three Years' Courses*, 1930, p. 68

† The three set periods of Religious Knowledge, etc., are in addition to daily periods of 15 minutes each given to Devotional exercises and reading from the Bible with comments—making a total of five periods of 40 minutes each per week

or "C" advanced division pupils. It was used during the session 1934-35 in the Viewforth Higher Grade School of Kirkcaldy, county of Fife. It is a central advanced division school which had a total enrollment of 800 pupils, 143 of whom were in practical courses, 102 in the first year and 41 in the second year. A two-year course is offered because it is the definite policy of the education authority to transfer the age-pass child not later than 12½. An analysis of the scheme for the various subjects shows that they are considerably simplified and treated in a practical and concrete way. Furthermore, they are correlated, wherever possible, with garden, workshop, and laboratory activities.

Along with a special curriculum it is realized that a specially competent teacher is essential to success in teaching

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over-age pupils.¹ He must first be sympathetic with this type of pupil. This is especially important, because there is considerable doubt whether head masters and teachers, in

TABLE 37. SUBJECTS AND WEEKLY TIME ALLOTMENT OF A SPECIAL TWO-YEAR ADVANCED DIVISION COURSE IN USE IN VIEWFORTH HIGHER GRADE SCHOOL, KIRKCALDY, 1934-35*

Subjects	Class Periods per Week	
	Boys	Girls
English	7	7
History	2	2
Geography	2	2
Arithmetic and Accounts	3	3
Mensuration and Geometry	3	—
Art and Art Crafts	3	3
General Science (Primary)	4	4
Rural Science and Gardening	4	—
Benchwork	4	—
Crafts	2	2
Cookery	—	3
Laundry and Housewifery	—	2
Practical Hygiene	—	2
Needlework and Dressmaking	—	4
Civics—Current Events	1	1
Singing	1	1
Physical Training	2	2
Religious Knowledge	1	1
Organized Games	1	1
Total Number of Periods per Week	40	40

* From a typewritten syllabus and time table furnished by the head master

general, have sufficient patience with and appreciation of the less capable pupil. He must be able to gain the confidence of pupils, to arouse their interest by carrying them back to the stage of the curriculum which best meets the needs of each individual, to help them regain self-confidence, and to make them feel that they are making progress.² For these

¹ C. D., "The Unqualifiable Pupil," *The Scottish Educational Journal*, Vol. IX, February 12, 1926, p. 160, Scottish Education Department, *General Reports for the Year 1926*, Southern Division, pp. 13-14.

² Scottish Education Department, *General Reports for the Year 1926*, Southern Division, pp. 13-14.

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courses the Edinburgh scheme points out that the teacher must be one of some experience and originality, and that there should be one teacher for all general subjects, with specialist teachers for the special subjects so as to exert a unified influence throughout the curriculum.¹ Importance of the teacher knowing the home conditions and social environment of these children is emphasized. Furthermore, the size of the class must be smaller than for normal pupils.

10. LIBRARIES

The library as an integral part of the advanced division and secondary schools has received little attention in Scotland, but books have been provided through county, burgh, and public libraries. County education authorities were empowered by the Education (Scotland) Act of 1918 to provide books for general reading and to make them available to pupils and young persons attending schools or continuation classes and to the adult population of the county.² Under the Local Government (Scotland) Act, 1929, the county councils were invested with this power, amended to permit cooperation between the county and burghs within the county where burghs have adopted the Public Libraries Acts.³ All county authorities, except one, have developed a system of libraries and, in general, have established satisfactory arrangements for the unification of county and burgh library services.⁴ Many schools have branches under the library system. Both the supply of books and the demand for them have increased.

In 1936 a committee of the Carnegie United Kingdom Trust, approved by the Board of Education in England and the Secretary of State for Scotland, issued a *Report* on the provision of libraries in secondary schools. It shows that very little has been done toward the development of libraries in the secondary schools. The *Report* emphasizes

¹ Edinburgh Corporation Education Committee, *op. cit.*, p. 2.

² *Education (Scotland) Act*, 1918 (8 & 9 Geo. 5, ch. 48), Section 5.

³ *Local Government (Scotland) Act*, 1929 (19 & 20 Geo. 5, ch. 25), Section 41.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 17.

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the important part which the library should play in the life of the school, and offers helpful advice on all phases of library provision. The Department recommended the *Report* to the local education authorities and managers of schools.¹

II. ASSEMBLY AND EXTRA-CURRICULAR ACTIVITIES

Assembly and extra-curricular activities, as used in American junior and senior high schools, occupy an inconspicuous place in the advanced division and secondary schools of Scotland.² Assembly activities are confined largely to religious exercises and to special occasions, as concerts and prize giving. The auditorium is little used to develop the corporate life of the school. Many of the larger schools seem to use some form of the house and prefect system to develop school morale through competition in athletics and other school activities and to train pupils in leadership.

Extra-curricular activities consist largely of games and sports. Club activities must take place after school hours or in the evening. In recent years school excursions to industrial plants, art galleries, and places of historical interest have become established features of many post-primary schools. Orchestral concerts for school children are held in Glasgow and other centers in the west of Scotland. A number of schools have camps or send pupils to the hostel conducted by the Educational Institute of Scotland. A considerable number of secondary schools, in connection with the modern language departments, organize and conduct school journeys to places abroad.³

12. METHODS AND TEXTBOOKS

As a result of observation of class recitations and work in various subjects in the advanced divisions, the following

¹ *Ibid.*, p. 17, "Libraries in Secondary Schools" (Leader), *The Scottish Educational Journal*, Vol. XIX, March 20, 1936, p. 351.

² William Boyd, "American Life and Education," *The Scottish Educational Journal*, Vol. XV, January 22, 1932, pp. 106-07.

³ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1935*, pp. 15-16; *General Reports for the Years 1933-36*, Western Division, pp. 29-30; Northern Division, pp. 70-71, Southern Division, pp. 105-06.

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general impressions were gained relative to methods of teaching and textbooks :

1. The most common general method of conducting recitations in academic subjects is known as "class teaching." The teacher asks rapid-fire factual questions to which a highly alert class of pupils respond individually with short, quick answers. Frequently, through a series of questions, a topic is analysed in detail. Thus, teacher activity is prominent; the relation between the teacher and pupils is somewhat formal; memory and information are stressed; and oral expression and discussion by the pupils are under-emphasized.

2. Assigned reading does not appear to be used extensively. In one school, Alloa Technical and Commercial, experiments along the Dalton individualized lines was in progress.

3. Textbooks, in general, appear to be smaller than American textbooks. Teachers supply considerable information, and notebooks, usually well-kept, are extensively employed.

4. Practical subjects are treated in a practical way. Frequently rural science is approached experimentally in connection with the school garden. In some cases, domestic courses are organized along residential housewifery lines. The workshop is used extensively in connection with boys' technical subjects.

13. SCHOOL DISCIPLINE

In the Scottish schools discipline appears to be more formal and strict than in American schools and the authority of the teacher is more in evidence.¹ However, the tendency has been toward a milder form of discipline. Teachers still object to the abolition of corporal punishment. Commenting on a joint memorandum on corporal punishment by an education committee and the local association of the Institute, *The Scottish Educational Journal* said :

"Cases of deliberate disobedience, bullying, malingering in work, do still arise, and there are homes, in all social grades, where intelligent guidance and wise

¹ William Boyd, "American Life and Education," *The Scottish Educational Journal*, Vol. XIV, December 25, 1931, p. 408.

control are lacking. In such cases, in addition to the fullest use of other corrective measures, corporal punishment, subject to suitable safeguards, may, it is stated, be the only effective medium to ensure the work of the school. . . .

"Like the Lanarkshire teachers, we are not convinced that the abolition of corporal punishment in the schools is possible. For a certain type of child physical force would seem to be the only effective appeal, and used wisely and discriminately we see little to condemn in it. The danger arises when, for some reason or another, a timid, sensitive child is the victim—an anomaly which can happen when rigid methods of discipline are enforced. But even then, we wonder if the harm done is anything like so serious as that resulting from the scathing word of disapproval or the cruel, sarcastic taunt."¹

Two constructive suggestions have been made to assist in eliminating the need for corporal punishment in the advanced division. First, the curriculum and methods should be brought more into line with the interests and abilities of the short-time post-primary pupils, thus making the school a happier, more active and practical place.² Second, the size of classes in the large post-primary schools should be reduced.

"Smaller classes, which would allow of individual contact with every child, would, we are confident, soon relegate the strap to its proper place in the background. It is its effectiveness as a time-saver that is often its sole justification in the eyes of the teacher who uses it."³

14. WASTAGE IN POST-PRIMARY SCHOOLS—EXTENT, CAUSES, AND REMEDIES

The fundamental reason that a relatively small proportion of post-primary pupils has obtained the day school cer-

¹ "School Discipline" (Leader), *The Scottish Educational Journal*, Vol. XX, January 22, 1937, p. 93.

² H. P. Wolstencroft, "Before the School Leaving Age is Raised," *The Scottish Educational Journal*, Vol. XVIII, August 23, 1935, pp. 1082-83.

³ "School Discipline" (Leader), *The Scottish Educational Journal*, Vol. XX, January 22, 1937, p. 93.

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tificate (lower), particularly the day school certificate (higher), has been the short time spent in the advanced divisions and the corresponding years in the secondary schools. In the first place, the average age of promotion to post-primary courses has been near twelve and a half, with some pupils leaving before qualifying or through exemption after the age of twelve. In the second place, the tendency has been for the majority of pupils to leave school at the end of the compulsory school period, fourteen plus. Consequently, the length of the post-primary school period has been too short for the completion of even a two-year course. Pupils who have remained in school long enough to complete a three-year course have attended more than a year without compulsion.

Table 38 shows for the years 1921-22 to 1935-36 the distribution of the number and percentage of pupils qualified

TABLE 38 DISTRIBUTION OF THE NUMBER AND PERCENTAGE OF QUALIFIED PUPILS IN THE ADVANCED DIVISIONS ACCORDING TO THE NUMBER OF YEARS OF ATTENDANCE BEFORE LEAVING, 1921-22 TO 1935-36*

School Year	Number of Pupils Who Left School after Completing				Total	Percentage Who Left after Completing			
	Qualified but Did Not Enroll	Less than One Year	One but Less than Two Years	At least Two Years		Qualified but Did Not Enroll	Less than One Year	One but Less than Two Years	At least Two Years
1921-22	2,794	10,871	21,314	14,277	49,256	5.67	22.07	43.27	28.99
1922-23†	2,676	11,120	22,246	14,799	50,832	5.26	21.88	43.76	29.10
1923-24	3,096	9,830	19,566‡	14,353	46,845	6.61	20.98	41.77	30.64
1924-25	2,898	9,692	32,893§	—	45,483	6.37	21.31	—	72.32
1925-26	3,363	9,307	32,435§	—	45,105	7.46	20.63	—	71.91
1926-27	2,850	8,775	19,208	14,362	45,195	6.31	19.41	42.50	31.78
1927-28	2,618	8,345	19,298	14,915	45,176	6.04	18.47	42.72	32.77
1928-29	2,529	8,021	19,616	16,271	46,437	5.15	17.27	42.24	35.04
1929-30	2,270	6,861	17,278	15,615	42,024	5.47	16.32	41.06	37.15
1930-31	1,754	5,785	16,244	15,566	39,349	4.46	14.70	41.28	39.56
1931-32	1,374	4,757	13,095	16,020	35,246	3.99	13.44	37.12	45.45
1932-33	1,370	4,795	12,425	17,814	36,314	6.82	12.67	34.21	46.30
1933-34	1,851	6,467	17,365	22,509	48,192	4.29	13.00	36.03	46.68
1934-35	2,060	5,878	19,698	24,282	51,918	3.97	11.32	37.94	46.77
1935-36	1,952	5,698	20,624	23,249	51,523	3.79	11.06	40.03	45.12

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Years 1922-23 to 1926-27, for the Year 1931*, Table VA, p. 54; for the Year 1936, Table VA, p. 68.

† Last year of supplementary classes.

‡ The abrupt drop in the number was caused mainly by a reclassification of statistics, some pupils being classified as belonging to the secondary schools.

§ Includes pupils who spent one, two, or more years

for enrollment in the advanced divisions conducted under the primary school Code according to the number of years which they attended before leaving school. It is clear that a large proportion of the pupils left school with less than two years spent in the advanced divisions, but the tendency has been for a larger proportion to remain at least two years. The percentage of pupils who attended two or more years increased from 29 per cent. in 1921-22 to approximately 47 in 1934-35, dropping to 45 the next year. The trend toward a larger percentage of pupils to devote at least two years to an advanced division course has been more pronounced in the urban than in the rural areas. Late enrollment, a high average qualifying age, and migration have been important factors in the slower advance in the rural sections.¹

The "wastage" of pupils in the post-primary departments of secondary schools has long been a serious problem. In 1928 the Committee on Education and Industry in Scotland, tracing the new entrants at the beginning of 1918-19, 1919-20, 1920-21, and 1921-22 through successive years of the secondary school course, reported that about 80 per cent. of the post-primary entrants to the secondary schools did not continue beyond the third year of the course.² Rusk, following the same procedure, shows that of 31,144 pupils who entered the first year of a secondary course in 1928-29, 5,290, or 17 per cent., completed the course. However, using the leaving certificate as the standard of successful completion of a secondary course, only 12 per cent. of the 31,144 pupils succeeded.³ In considering "leakage" in the secondary schools two facts should be held in mind. First, the statistics include pupils enrolled in advanced division courses conducted under the secondary school Regulations, 85 of the 252 schools classified as secondary having only three-year courses in 1929.⁴ Second,

¹ Scottish Education Department, *General Reports for the Years 1933-36*, Northern Division, pp. 58-60.

² Committee on Education and Industry in Scotland, *Second Report*, 1928, p. 20; Appendix II, p. 40.

³ R. R. Rusk, "Secondary Education Statistics," *The Scottish Educational Journal*, Vol. XX, November 12, 1937, pp. 1390-91.

⁴ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 18.

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individual secondary schools vary in holding power. In 1929 the Department stated that two-thirds of the pupils in some secondary schools remain for the fifth year, while in others less than one-fourth of the pupils remain for a third year.¹

By combining the output of all primary schools, including advanced divisions and the primary departments of secondary schools, with the pupils who left the post-primary departments of secondary schools, a general idea of the holding power of all post-primary schools is obtained. Table 39 shows the number and percentage distribution of all pupils who left school from 1926-27 to 1935-36, classified in three

TABLE 39. DISTRIBUTION OF THE NUMBER AND PERCENTAGE OF ALL PUPILS WHO LEFT THE PRIMARY AND SECONDARY SCHOOLS, CLASSIFIED ACCORDING TO ATTAINMENTS, 1926-27 TO 1935-36*

School Year	Number of Pupils Who Followed a Post-Primary Course			Total Number	Percentage of Pupils Who Followed a Post-Primary Course		
	Less than One Year or Not at All †	One but Less than Two Years	Two or More Years		Less than One Year or Not at All	One but Less than Two Years	Two or More Years
1926-27	29,603	27,288	32,617	89,508	33.08	30.48	36.44
1927-28	27,918	27,388	34,334	89,640	31.14	30.55	38.31
1928-29	26,722	27,752	35,702	90,176	29.63	30.77	39.60
1929-30	22,741	24,587	34,352	81,680	27.84	30.10	42.06
1930-31	19,544	23,038	33,681	76,263	25.63	30.21	44.16
1931-32	16,403	19,765	34,280	70,448	23.28	28.05	48.67
1932-33	16,313	18,957	38,305	73,575	22.17	25.77	52.06
1933-34	20,346	25,275	44,846	90,467	22.49	27.94	49.57
1934-35	19,561	28,189	47,361	95,111	20.57	29.64	49.80
1935-36	19,107	29,411	46,128	94,646	20.19	31.07	48.74

* Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1931*, Table VA, p. 54, for the Year 1936, Table VA, p. 68.

† Includes pupils who left school before qualifying and pupils who qualified but did not enter a post-primary course.

categories—(1) less than one year or not at all, (2) one but less than two years, and (3) two or more years. The percentage of pupils who left school without enrolling in a post-primary course or after less than a year in such a

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 18.

course fell gradually from 33·08 in 1926-27 to 20·19 in 1935-36, while the percentage for one full year but less than two decreased slowly from 30·48 in 1926-27 to 25·77 in 1932-33, increasing to 31·07 in 1935-36. The slight increase in the rate of wastage for less than two years after 1932-33 was due to increased withdrawals and to the passing of the "wave" of post-primary pupils born during the post-war years.¹

The failure of such a large proportion of post-primary pupils to complete the courses designed for them has been a major problem in post-primary education in Scotland. Low intelligence, economic inability, and lack of curriculum adjustment have been most generally assigned as the causes of the depletion. Although a serious attempt has been made in the advanced divisions to provide more flexible and practical courses and progress in that direction has been made since 1923, much remains to be done, especially in the three-year courses, in providing alternative courses and in directing pupils to courses appropriate to their abilities. The Committee on Education and Industry in Scotland in 1928 had the following to say regarding the advanced division courses :

"We consider that the establishment of courses in the Advanced Division providing a balance of cultural and practical subjects is a step in the right direction and one calculated in particular to satisfy the just claims of trade and industry, and we strongly deprecate, as alien to the spirit in which these schools should be conducted, what we understand is the practice in some Advanced Divisions of providing merely a truncated Secondary school course of an academic nature. This is not to say that we approve of vocational training in the narrow sense of preparing for a particular career."²

The basic reason that there has been such a wastage in the secondary schools has been that their function, curriculum,

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1935-36*, p. 13.

² Committee on Education and Industry in Scotland, *Second Report*, 1928, p. 17.

and methods have been largely to prepare students for the universities and central institutions, to provide recruits for the professions and semi-professional occupations, while the pupils have not been correspondingly selected from the standpoint of intellectual capacity, economic ability, and willingness to pursue a curriculum of five or six years in length. The Committee on Education and Industry in Scotland pointed out in 1928 that since "approximately not more than 12 per cent." of the pupils who enrolled in the secondary schools at about the age of 12 eventually proceeded to the universities, they were led to enquire whether the secondary schools were not organized primarily for the benefit of this minority.¹ In 1929 the Department expressed the opinion that secondary education was still dominated by "the influence which the liberal professions have exerted in the past"; and that "employers in industry and commerce have not yet made their full influence felt."² The Committee of the Scottish Research Council on the Advanced Division Curriculum stated in 1931:

"It is an interesting commentary on our Scottish system that our present highly organised secondary education is directed almost exclusively to preparation for professions engaging only 2.75 per cent. of the male population and 7 per cent. of the female population in employment."³

As a result of the prestige of the secondary schools and the professions for which secondary and university education serve as an avenue, many of the short-time post-primary pupils for whom the advanced division courses were designed have attended the secondary schools. In 1928 the Department stated that it had frequently commented in previous reports on the misdirection of study in the case of pupils who

¹ Committee on Education and Industry in Scotland, *Second Report*, 1928, p. 21.

² Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1928-29*, p. 19.

³ Scottish Council for Research in Education, *Curriculum for Pupils of Twelve to Fifteen Years (Advanced Division)*, Publication of the Scottish Council for Research in Education, III, London: University of London Press, Ltd., 1931, p. 12.

begin a course of study only suitable for those who intended to complete it, and then withdrew after a year or two. It said :

“ It is increasingly realised that there are very many children for whom the traditional secondary curriculum is not the most suitable, whether because they do not remain long enough at school to complete it or because they are not interested in or fitted for literary, linguistic or mathematical studies. And yet many such children do in fact attend secondary schools for social, geographical or other reasons. The corollary is manifest. ‘ Alternative curricula must be devised, within the secondary schools, to suit the various types of children who attend them. The school authorities are moving in this direction but they have a long way to go, for . . . there is still a most serious depletion of numbers in the successive years of the secondary course.’ ”¹

In the same year the Committee on Education and Industry in Scotland recommended :

“ Where circumstances permit, the curriculum of all Secondary schools should be broadened so as to provide not only the traditional academic course, but also alternative courses combining both cultural and practical subjects as in the Advanced Division. The provision of such courses in the Secondary school would, we feel sure, be effective in arresting a good deal of wastage whereby pupils, finding the curriculum ill adapted to their needs, drop off at the end of the first, second or third year of the course.”²

In spite of the strong hold which the university preparatory curriculum has upon the secondary schools, progress has been made in recent years in developing alternative curricula which have been permitted under the regulations for the leaving certificate. Commenting on the results of

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1927-28*, p. 14

² Committee on Education and Industry in Scotland, *Second Report*, 1928, p. 22.

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the leaving certificate examination in 1936, the Department said :

“ Evidence of the continued and increasing popularity of the less academic type of course is afforded by a further rise in the number of schools presenting candidates in special subjects. The number of candidates presented in music or in a group of domestic or of commercial or of technical subjects exceeded that of any previous year. As regards the traditional subjects of the course, the most striking feature is a marked increase in the number of candidates presented in science.”¹

15. SUMMARY

1. Normally Scottish pupils upon admission to post-primary courses have completed a seven-year primary school curriculum ; have passed, with the exception of age-pass children, some form of qualifying test ; are between twelve and twelve and a half years old ; and, judging from MacGregor's study with an American achievement test, have a better background in the fundamental subjects of the elementary school than American school children upon entrance to the junior high school, the latter having completed a six-year curriculum.

2 The advanced division courses outlined in the Code of 1923 for short-time post-primary pupils were longer and broader than the supplementary courses, but their general purposes remained that of continuing the general education and that of giving, in addition, practical training with a general vocational bias. Since 1932 more emphasis has been placed on the characteristic subject or the applied and vocational subjects of the course. The general principle underlying specialization has been that the shorter the post-primary course the more prominent the practical and vocational elements should be.

3. In 1931 the Curriculum Committee of the Research Council recommended an advanced division curriculum

¹ Scottish Education Department, *Report of the Committee of Council on Education in Scotland for the Year 1936*, p. 15.

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based upon four principles : (1) The level of attainment at the time of admission ; (2) the recognition of the wide variations in pupils' abilities and interests ; (3) the length of the post-primary school period ; and (4) the social demands in terms of the distribution of occupations in the modern community.

4 In over 80 per cent. of the primary schools with advanced division courses the length of the course has not been over two years.

5 The academic curriculum has been dominant in the three-year courses, but in recent years technical, commercial, domestic, and rural courses have been organized in the special advanced division schools and as courses alternate to the literary curriculum in the secondary school departments

6. Both secondary and primary schools with advanced division courses have presented candidates for the day school certificate (higher). Between 1924-25 and 1935-36 the total number of such certificates awarded almost doubled. Although the majority of certificates have been obtained by secondary school pupils, the proportion of post-primary pupils in the primary schools earning them has increased gradually.

7. The large number of two-year advanced division courses in the primary schools as compared with the three-year courses has been due to late qualifying and to leaving school at the age of fourteen plus. In general, the two-year courses have been somewhat more practical than the three-year courses, but in some areas the two-year courses have not been rounded off but truncated three-year courses largely.

8. Since September, 1933, local education authorities have awarded the day school certificate (lower), formerly granted by the Department.

9. Since 1923 progress, especially in the areas of concentrated population, has been made in developing a curriculum more adapted to the needs and capacities of the over-age slow type of children in the advanced divisions.

10. Although little has been done toward making the library an important part of the advanced division and

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secondary schools, books for school children have been made available through county and burgh library systems.

11. Assembly and extra-curricular activities have not been developed in the post-primary schools to any appreciable extent.

12. Class teaching, which emphasizes teacher activity and attention, fact-getting, and memory work on the part of the pupils, is the most common general method of teaching the academic phases of the advanced division courses. Practical subjects are handled in a more practical and life-like manner. Notebooks and small textbooks are widely employed.

13. School discipline emphasizes teacher authority. The trend has been toward milder discipline, but teachers desire to retain the right to use corporal punishment in extreme cases.

14. Although the majority of post-primary pupils spend less than two years before leaving school, the general trend has been toward a longer period.

15. The principal causes of the wastage in post-primary education have been economic inability, lack of mental ability, the academic curriculum, and the unwillingness of short-time post-primary pupils to choose advanced division courses instead of the secondary courses.

16. Progress has been made since 1923, and especially in recent years, in developing alternative three-year courses in the advanced divisions and alternative leaving-certificate courses in the secondary schools.

Chapter XI

GENERAL SUMMARY OF THE DEVELOPMENT OF POST-PRIMARY EDUCATION IN THE PRIMARY SCHOOLS, 1560-1936

THE record of the growth of post-primary education in the primary schools in Scotland may be summarized under four important periods : First, Reformation to 1872, historical background ; second, 1872-98 ; third, 1898-1918 ; fourth, 1918-36.

I. FIRST PERIOD, REFORMATION TO 1872

Before 1872, especially between the Reformation and 1872, the traditions of Scottish education became firmly established. It was in *The First Book of Discipline* that the Church Reformers defined, in general, the social, educational, and cultural ideals of the majority of the Scottish people ; in the parish schools in the various local communities, set in a physical environment of limited resources, that these ideals were tested in terms of evolving social and political conditions ; and through the parish schools that the Church, imbued with a strong faith in education and exerting a powerful and pervasive influence upon Scottish life, inspired, led, and trained the people to appreciate the value of education. It was in the nurture of the parish schools that the State was relatively early brought to accept responsibility in the stimulation of education ; and that parents in the local communities were educated to share in their support and administration. Finally, it was in the composite parish schools that the democratic and academic traditions of post-primary education in the elementary schools became firmly fixed through long-continued practice, the control and practice of the burgh schools and national character expressing and re-enforcing them.

GENERAL SUMMARY

2. SECOND PERIOD, 1872-98

1. The Education (Scotland) Act of 1872 made the State the dominant agent in the control of education ; and introduced compulsory education. It included secondary education, but the elementary State-aided school, the successor to the parish school tradition, was placed in a commanding position, even in post-primary education.

2 This period was marked by a great expansion of primary education, including rapid growth in attendance throughout the period and the development of a broader curriculum after 1885.

3. Although the post-primary education provided in the State-aided elementary schools remained undefined and served largely as a stop-gap while primary education was being developed, the number of older pupils increased considerably ; some progress was made, especially in the urban centers, in the organization of higher departments with a longer curriculum ; and a beginning was made toward broadening the curriculum to include practical subjects.

4. Between 1885 and 1898 an important beginning was made in the organization and development of secondary education.

5. The rapid growth of primary education, the increase in the number of older pupils, and the introduction of free education during the last decade of the period laid a firm foundation for a marked advance in post-primary education in the State-aided schools during the first three decades of the twentieth century.

3. THIRD PERIOD, 1898-1918

1. The Department was active in the reorganization and parallel development of post-primary education along three functional lines.

2. Between 1898 and 1903 a line of demarcation was for the first time developed between primary and post-primary education.

3. Post-primary education for short-time pupils was organized and developed in the primary schools through

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advanced departments and supplementary courses. Although the supplementary courses suffered from an inferior status and were handicapped in other ways, an advance was registered in the organization of post-primary education for the short-time pupils as well as in the development of a curriculum more adapted to the needs of these pupils.

4. The higher grade system, created in 1898 and reorganized in 1903, expanded rapidly, and made a notable contribution to the growth of the secondary school system.

5. Between 1905 and 1907 marked improvement was made in the unification of the intermediate curriculum of secondary and higher grade schools.

6. The Education (Scotland) Act of 1908 was followed by a steady expansion of the secondary school system.

7. The entire period was characterized by (1) increased demands for post-primary education; (2) a gradual lengthening of the post-primary school period; (3) improved organization; (4) progress in defining, broadening, and organizing the curriculum for pupils beyond the primary level; and (5) by the development of teacher training and higher standards of staffing, especially for higher grade and secondary schools.

4. FOURTH PERIOD, 1918-36

1. The larger local administrative unit, with enlarged powers and responsibilities laid upon local education authorities under the Education (Scotland) Act of 1918, was a landmark in the development of post-primary education in the primary schools.

2. A considerable advance was made, both in theory and practice, toward a more liberal promotion of pupils to post-primary courses.

3. The upward tendency in post-primary school enrollment continued in wave-like form between 1924-25 and 1935-36, while the average length of the post-primary school period continued to increase. At the same time agitation and preparation for raising the compulsory leaving age were continued.

4. Through reducing post-primary schools to two types,

GENERAL SUMMARY

the centralization and the organization of "omnibus" post-primary schools, progress was made in breaking down the traditional distinction between secondary schools and post-primary schools under the primary school Code.

5. The curriculum for post-primary pupils in the primary schools was expanded and lengthened; more practical courses were provided; and post-primary courses for over-age and "C" type of pupils were improved. At the same time gradual progress was made in the secondary schools in the development of courses alternative to the academic course.

6. Marked advancement was made in the education of teachers and the staffing of post-primary schools conducted under the primary school Code.

7. The size of classes in the primary schools was steadily reduced and many unduly large post-primary classes were eliminated.

8. Although the prestige of the advanced divisions tended to be lower, in general, than that of secondary schools at the same level, a gain was recorded and a contribution made toward the development of broader and more practical post-primary courses.

9. After 1929 considerable attention was given to the establishment of more cooperative relations between the schools and home and between the schools and industry.

5. EDUCATION (SCOTLAND) ACT, 1936

The Education (Scotland) Act of 1936 established another milestone in the development of post-primary education for boys and girls who leave school at the end of the compulsory school period. The Act contains two provisions which will exercise a profound influence on post-primary education, especially for the short-time type of pupils. First, it extends the school-leaving age, beginning September 1, 1939, from fourteen to fifteen years of age and raises the age of exemption from twelve to fourteen in case of beneficial employment or exceptional domestic emergencies, each education authority to determine whether the employment will be beneficial or exceptional hardship would be caused

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at home by requiring the child to attend school¹ Second, to take immediate effect, the Act provided for the substitution of "Secondary education" for the "intermediate school" and "secondary school" as defined in the Act of 1908.² Thus, the name "secondary" was made to apply to all forms of post-primary education. The significance of this new definition of "secondary education" may be judged from the following statement of a chief inspector of schools :

"I anticipate that this change will come to be regarded as a landmark in the history of Scottish education. It is in line with the democratic spirit of our tradition, for in effect it admits the right of the individual to the type of post-primary education most suited to his needs, without involving him in any terminological discrimination. In the school commonwealth all citizens are equal."³

¹ *Education (Scotland) Act, 1936* (26 Geo. 5 & 1 Edw. 8, ch. 42), Sections 1-4.

² *Ibid.*, Section 11.

³ Scottish Education Department, *General Reports for the Years 1933-36*, Western Division, p. 17.

Appendix A

AN ADDENDUM RELATIVE TO THE OPERATION OF THE EDUCATION (SCOTLAND) ACT OF 1936

THE Scottish Education Department and the local education authorities have been active in preparing to put the provisions of the Education (Scotland) Act of 1936 into effect. In July, 1936, the Department issued a brief descriptive introduction to the Act, "designed to assist Education Authorities in their preliminary consideration of its provisions."¹ In December, 1936, the Department requested local education authorities to prepare and submit for approval revised comprehensive schemes for the provision of education in their areas.² The circular also included an appendix in which suggestions were offered for consideration in the preparation of schemes.

During 1937 the Department issued two circulars relative to the reorganization of post-primary education in terms of the 1936 Act. In March it commended to the consideration of local education authorities a report in which the government actuary presented the estimated population of all grant-earning schools in Scotland during the years 1937-52.³ The following December the Department announced the changes which will become operative for the award of the leaving certificate in and after the year 1940.⁴ The most fundamental change is that every candidate for the leaving certificate will not, as a rule, have to be presented in either mathematics or science, or in a foreign language.

In February, 1938, the Department issued a new Code in draft. If approved by Parliament, it will become effective

¹ Scottish Education Department, *Circular* No. 99, July 31, 1936.

² Scottish Education Department, *Circular* 103, December 10, 1936.

³ Scottish Education Department, *Circular* No. 104, March 17, 1937.

⁴ Scottish Education Department, *Circular* No. 111, December 7, 1937.

September 1, 1939. It contains the following important features :

1. The Department's educational requirements relating to all types of day schools from the nursery school through the primary and secondary schools are included in one Code.¹ "It has given effect to the intention expressed in the Education Act of 1936 by bringing all post-primary education into the category of 'Secondary.' It marks the essential unity of Scots Education, which we were in some danger of forgetting in the mazes of nomenclature. . . ."²

2. The "Code now defines the natural divisions of the educational course, and not particular types of school."³ In the large towns the normal types of post-primary schools are (1) The secondary division providing the three-year courses only ; (2) the secondary division providing both the three-year and the five-year courses ; and (3) the secondary division providing the five-year courses only.⁴ In suitable circumstances arrangements may be made during the earlier years of the secondary course for three-year and five-year pupils to take a common course. Furthermore, both the three-year and the five-year courses may be supplemented by an additional year's work of special character for the pupils who desire it and will profit by it.⁵

3 In rural areas excessive centralization of secondary pupils is deprecated by the Department. "Good work can be done in a secondary division even with a relatively small number of pupils, though it cannot be expected that such divisions should be staffed and equipped on the same scale as the large secondary divisions in the towns."⁶ When geographical conditions make centralization impracticable, special arrangements—rooms equipped for practical work and itinerant teachers—are to be made for secondary pupils.

¹ Scottish Education Department, *Memorandum Explanatory of the Draft Day Schools (Scotland) Code*, 1939, p. 3.

² "The New Code" (Leader), *The Scottish Educational Journal*, Vol. XXI, February 18, 1938, p. 183.

³ Scottish Education Department, *Memorandum, op. cit.*, p. 4.

⁴ *Ibid.*, p. 5.

⁵ *Ibid.*, p. 5.

⁶ *Ibid.*, p. 6.

APPENDIX A

4. "The three-year secondary course is intended to provide for those pupils who do not propose to remain at school beyond the age of 15 and who will not, as a rule, immediately enter the professions or the higher ranks of industry and commerce. It should not, therefore, be regarded as an abbreviation of the five-year secondary course, but as complete in itself and having a definite character of its own, determined by the length of the course and the local conditions. Providing a proper balance between hand and eye work and book work, it will continue and develop general education and at the same time take some colour from the probable future occupations of the pupils."¹

5. "The aim of the five-year secondary course should be to provide, for those pupils who remain at school until they reach the age of 17 or 18, a humane and general education which, without premature or undue specialisation, will fit them either to continue their studies in an institution of higher learning or to enter at once on a career in some department of industry or commerce. This aim will best be attained through a training which, while it does justice to the needs and aptitudes of any particular group, is also designed to impart a broad general culture and a proper respect for accuracy, knowledge and skill."²

6. The Department prescribes no "rigid formula or procedure of general application" for the promotion of pupils from the senior division of the primary schools to the various courses in the secondary division. However, it points out that such promotion should not "be determined solely by a test of attainments in school subjects," and that it "will expect that where schemes of promotion do not provide for promotion entirely on an age basis they will at least ensure that the period of retention in the primary division beyond the age of 12 is kept" reasonably short.³

7. "Special provision shall be made for the instruction of pupils who have fallen short by more than a year of the

¹ Scottish Education Department, *Memorandum, op. cit.*, pp. 9-10.

² *Ibid.*, pp. 12-13.

³ *Ibid.*, pp. 6-7

stage of advancement appropriate to their age and, on the other hand, for the development of the special gifts of pupils who show exceptional ability.”¹

8. The three-year secondary courses follow the same general lines as laid down for the day school certificate (higher) in *Circular* No. 86 in 1932. In general education, in addition to training in morals and good citizenship, attention is called to the importance of the development of good behavior, good speech, critical appreciation, personal appearance, and an understanding of the need for co-operation with authority. More emphasis is placed upon personal and community hygiene and physical education, including exercises in the gymnasium, field games, and swimming wherever possible. It is suggested that Latin or a modern language may be an advantage to some of the abler pupils, and that the door should be left open for those who desire transference to the five-year course. The cinema and radio are recognized as important ancillary aids, and every school should have a library.²

9. In the five-year courses physical education and æsthetic and practical subjects receive more attention, while less emphasis is placed upon foreign languages.³

10. The junior leaving certificate is provided to mark the successful completion of an approved three-year secondary course. The general written paper which was included in the day school certificate (higher) examination is discontinued.⁴

11. A senior leaving certificate is provided to testify to the satisfactory completion of an approved five-year course.⁵

¹ Scottish Education Department, *Day Schools (Scotland) Code Minute*, 1939, Article 11.

² Scottish Education Department, *Memorandum*, *op. cit.*, pp. 10-12.

³ *Ibid.*, pp. 13-14.

⁴ *Ibid.*, pp. 16-19.

⁵ *Ibid.*, pp. 19-20.

Appendix B

LIST OF EDUCATION AREAS VISITED AND DIRECTORS OF EDUCATION INTERVIEWED

I. AREAS IN WHICH THE DIRECTOR OF EDUCATION WAS INTER- VIEWED AND SCHOOLS SEEN IN OPERATION

1. Clackmannan. A. C. Marshall, Alloa.
2. Dunbarton. J. P. McHutchison, Glasgow.
3. Dundee (Burgh). J. R. Cameron, Dundee.
4. East Lothian. R. D. Robertson, Haddington.
5. Edinburgh (Burgh). J. B. Frizell, Edinburgh. (Inter-
view with John L. Hardie, Depute Education Officer.)
6. Fife. Gregor MacGregor, Kirkcaldy.
7. Glasgow (Burgh). R. M. Allardyce, Glasgow. (Inter-
view with John Johnston, Assistant Director of
Education.)
8. Lanark. R. C. T. Mair, Glasgow. (Interview with
Andrew Donald, Depute Director of Education.)
9. Midlothian. A. L. Fletcher, Edinburgh.
10. West Lothian. Edward Blades, Bathgate.

2. AREAS IN WHICH THE DIRECTOR OF EDUCATION WAS INTER- VIEWED

1. Aberdeenshire. John Morrison, Aberdeen.
2. Ayr. W. A. F. Hepburn, Ayr.
3. Banff. W. D. Kennedy, Keith.
4. Dumfries. T. R. Burnett, Dumfries.
5. Inverness-shire. McMurdo Morrison, Inverness.
6. Moray and Nairn. T. McLaren, Elgin.
7. Perth and Kinross. John M. Dawson, Perth.
8. Roxburgh. Robert Comline, Newton-St. Boswells.
9. Selkirk. W. D. Ritchie, Galashiels.
10. Stirling. J. Coutts Morrison, Stirling.
11. Wigtown. H. Stewart Mackintosh, Stranraer.

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